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Edited by EDITH ABBOTT

A Professional Quarterly for Social Workers

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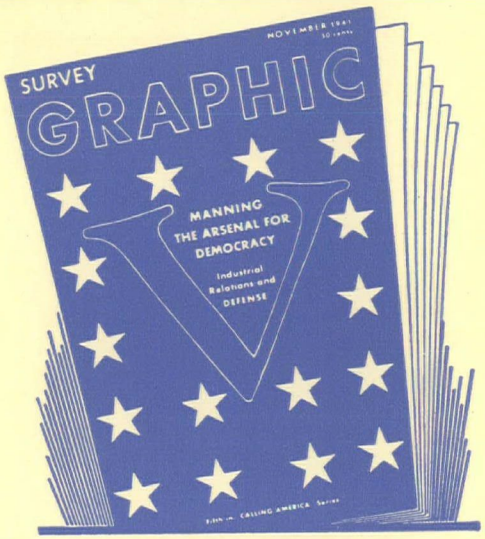

IN THIS 132 page special number of *Survey Graphic* on industrial relations and defense, employers, labor leaders, government officials, journalists and expert observers take you back of strikes to the teamplays that keep the wheels moving . . . back of what you hear about defense migration, priorities unemployment, subversive activities. They show you revolutionary changes afoot in the huge Ford plant . . . trace for you the evolution of government agencies—discuss plans for speeding production and preserving free labor and free enterprise.

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State of New York } ss.
County of New York }

Before me, a Commissioner of Deeds, in and for the State and county aforesaid, personally appeared Walter F. Grueninger, who, having been duly sworn according to law, desposes and says that he is the Business Manager of THE SURVEY MIDMONTHLY, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication, for the date shown in the above caption, required by the Act of August 24, 1912, as amended by the Act of March 3, 1933, embodied in section 537, Postal Laws and Regulations, printed on the reverse of this form, to wit:

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Commissioner of Deeds, City of New York,
New York County Clerk's No. 69.
Commission expires April 29, 1943.

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So They Say

• Take another look at Hitler's picture. It is the face that will have launched 1,400 American merchant ships by the end of 1943.—*New York Times.*

• The real fifth columnists in human society are those who abandon their faith in the possibilities of attainable human goodness and truth. — RABBI DAVID DE SOLA POOL, *New York.*

• A Democratic Order needs to be something far more dramatic and inspiring than a mere tidying up of social security.—GEOFFREY CROWTHER, *editor, The London Economist, in Fortune.*

• If we are to weather the stresses and strains that are upon us, we must develop ideas of service, achievement, social responsibility and economic cooperation. These must become second nature to us if our society is to survive.—KENNETH E. APPEL, M.D., *University of Pennsylvania.*

• I wish that our personal ethical notions would make it more difficult for us to divide the world into good people and bad people, with ourselves so irrevocably and irretrievably in the first group.—G. HOWLAND SHAW, Assistant *Secretary of State to the American Prison Congress.*

• Everything that is legal is not necessarily wise.—HELEN CODY BAKER *in Chicago Daily News.*

• There must be more cross-fertilization between technical and social research or they both will stop.—*Said at the recent scientific congress in London.*

• All history proves that the great majority of people have always been wrong in their social prejudices and that the world's advancement has been due to the very small minority who have had the courage to combat these prejudices. — DAVID SAVILLE MUZZEY *in The Standard.*

• There has been some evasion of opportunity in the devotion of centers of the higher learning to the ant-like pursuit of scholarship and science. I believe that above all it is the duty of such centers to turn their members' thoughts to questions of direction, of duty, of choice. —REXFORD G. TUGWELL *to the student assembly of the University of Puerto Rico.*

• Men are in a mood to see healthy women around town. The sight does something to their spirit.—PERCY WESTMORE, *Hollywood make-up expert.*

• The negligent teacher, the lackadaisical student, are today committing sabotage in the most vital of all defense industries.—ALVIN JOHNSON, *New School for Social Research.*

• Sure, the people are always right in the long run. But sometimes it must be a very long run before the right public judgment develops. Public opinion does make mistakes.—RAYMOND CLAPPER, *news commentator.*

• If it is true that the triumphs and tragedies of the street flow into and become a part of the child, then all programs of personality change must manage somehow to change the street.—JAMES S. PLANT, M.D., *in "Personality and Cultural Pattern."*

• In dealing with requests [for foundation grants] note that when institutions say there is a "real challenge" in a situation there is usually a deficit. Deficits are not presumptive evidence of good management.—ALAN GREGG, M.D., *Rockefeller Foundation, in "The Furtherance of Medical Research."*

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Wide World

Workers' delegates to the recent conference. *Left to right:* Richard Eddy, president Workers' Industrial Union, New Zealand; Tom Moore, president Trades and Labor Congress, Canada; Walter Schevenels, Holland, secretary of International Trade Unions; Joseph Hallsworth, member General Council Trades Union Congress, Great Britain; Chu Hsueh-Fan, president Chinese Association of Labor; Robert J. Watt, USA, international representative AFL; Jef Rens, assistant secretary Belgian Federation of Labor

Wide World

Clement R. Attlee, Lord Privy Seal in the British Cabinet and one of the three British government delegates, with U. S. Secretary of Labor Frances Perkins, who was elected president of the ILO meeting in New York City

International

Left to right: Francisco Perez Leiros, secretary Union of Municipal Workers, Argentina; Bernardo Ibanez Aquila, secretary National Confederation of Trade Unions, Chile; Angel Borlenghi, Argentina; Ernesto Galarza, Pan American Union: Dr. Luis Quintanilla, Minister, Mexican Embassy

THE FIRST ILO CONFERENCE SINCE THE WAR MEETS IN THE USA

(See page 328)

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SURVEY MIDMONTHLY

NOVEMBER 1941

VOL. LXXVII NO. 11

Relief in These Times

By GERTRUDE SPRINGER AND KATHRYN CLOSE

WHAT has happened to general relief under the impact of the "defense boom?" Has reemployment actually reached all the way down to the general relief population? Everyone knows that the picture now is different from that of three years ago when reports from *Survey* correspondents in various sections of the country added up to: "A chronic shortage of funds everywhere, a persisting hand-to-month policy and in many cases a fair case of jitters as to the winter's outlook." [See "Relief in November 1938," by Gertrude Springer, *Survey Midmonthly,* November 1938.] How different? Have increased employment opportunities actually made a dent in the rolls? Or has the dent been forced by reduced appropriations in the interests of "more essential expenditures"?

In an effort to discover what changes actually have occurred, if any, the editors of *Survey Midmonthly* have again followed the procedure of querying informed persons throughout the country to gather together enough "snapshots" of the relief situation to be able to fit them into some sort of a panorama.

When the snapshots are put together the panorama that emerges assumes somewhat of a design. The East, part of the Middlewest, the Far West, are characterized by spectacular drops in the general relief rolls, particularly in the areas of great defense activity. But the picture is not all rosy. Many areas show the dark shadow of impending priorities unemployment. Some sections, though these are fewer than might be expected, are confused by demands for greater reduction of expenditure than the decline in the rolls would warrant. The South, in spite of a large concentration of defense activities, shows little statistical change in relief rolls, but some decrease in "waiting lists."

For the most part localities showing the quickest reaction to the new "boom" are those which had the most nearly adequate general relief programs before "defense." The reason, of course, is that they were the only localities with any appreciable number of employables on the rolls. Where relief rolls have been restricted to "unemployables," or where there was no general relief at all, there is little change. What is happening is that general relief is approaching nearer and nearer to a category of "unemployables"—a poor relation to the other categorical assistances because of its lack of federal aid and, frequently, even of state aid.

What about staffs? Most of the welfare departments with greatly decreased caseloads have made some staff reductions, but usually they have attempted to retain sufficient staff to do a better job. Some already have been able to report increased success in rehabilitative efforts because of the more intensive service they have been able to give to the clientele.

The picture, of course, is not as even as these general comments might seem to imply. Viewed closely it is spotted with freak occurrences: one defense county reports a steadily rising load; another finds its load of "unemployables" decreasing almost as steadily as its "employables"; a few sections are having difficulty in finding sufficient staff to carry on. This is a large and heterogeneous country. It would be futile to expect a uniform pattern. The only way to know *what* is happening is to take a close look at the localities *where* it is happening.

In the East

Boston: Relief rolls have been declining steadily with the development of the defense program. Since appropriations are based on estimates of expected load there has been no pressure to reduce them below the amounts requested. The estimate for 1941 "was probably a bit higher than the actual expenditures show." The cost of living is now "under study" in relation to relief and public assistance grants, but rising rents have not yet been a problem in the city. An "automatic" staff reduction brought about by resignations and leaves for military service has been even more rapid than the caseload decline, so that there has been no necessity and no demand for staff layoffs.

Worcester, Mass.: The general relief load has dropped almost every month since it reached its peak in June 1939 with 5,158 cases at a cost of $206,025. The city picked up industrially nearly a year before the inauguration of the defense program and the pick-up was almost immediately reflected in the relief rolls. The decline, however, has been more rapid since the defense program began. In September 1941 there were only 1,684 cases on the rolls, with expenditures amounting to $57,650. The public is "practically

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sold on an adequate relief program" so that there has never been difficulty in getting sufficient appropriations. Rising costs of living, particularly in rents, are being met by necessary budgetary changes. No staff discharges have been made, but 10 percent of the workers have left voluntarily. There have been some inquiries as to why the staff is not reduced in proportion to the reduction in the load, but explanations as to the previous conditions of understaffing have kept the question from developing into a "public issue." Individual general relief caseloads now include about 85 cases per worker, thus offering possibilities for "more of a casework job." The worst threat to the immediate future is the possibility of priorities unemployment but this is not expected to be so severe as to add heavily to the relief burden.

Rhode Island: One of the few states with a statewide unemployment relief program, Rhode Island has seen its caseload almost halved since January first. Defense, as the major motive force behind the decrease, has been aided and abetted by conscious efforts on the part of the State Department of Social Welfare to reduce its load. These efforts have been directed toward four areas: closer cooperation with the State Employment Service in aiding relief recipients to find private employment; closer cooperation with those agencies which provide training and retraining facilities; greater emphasis on physical as well as vocational rehabilitation; a "generally higher standard of social work" growing out of civil service standards, in-service training, and lower caseloads.

In spite of the general drop in caseload in all parts of the state there is no strong public pressure to reduce appropriations. Even if there were, it could not have an effect for another year when budgets will again come before the state legislature for consideration. The problem of increased costs of living has been studied by a committee of the State Department of Social Welfare which has already released new standards calling for a marked increase in family allowances. No move has been made towards staff reductions, but when a vacancy occurs in the unemployment relief staff the position is not filled. Several of the professional staff have gone over by way of civil service examinations to the public assistance categories, where caseloads are increasing.

Individual unemployment relief caseloads are greatly reduced, making this "the golden age for rehabilitation." More intensive service can be and is being provided for the clientele which now includes a higher percentage of families with difficult problems. State relief officials are determined to use this opportunity to demonstrate that adequate standards of assistance are in the long run the greatest economy. Old "penny wise but pound foolish" rulings are being abolished and expenditures representing "sound social investments"—dentures, glasses, artificial limbs—are being allowed. Welfare officials hope that this policy will produce enough good results by the next legislative session "to forestall pressure for unwise reduction in appropriations."

Hartford, Conn.: The general relief caseload has dropped from 2,563 cases in March 1939 to 624 cases today. Curtailment in construction work in the area and layoffs from small businesses affected by defense priorities are not expected to inflate the relief rolls, as other employment is available. "It is pretty generally accepted that families on relief are receiving enough food," particularly since the stamp plan has been in effect. Other budgetary items have been increased to meet living costs. Staff reductions have been made in proportion to reduced caseloads, but, where possible, professional workers have been offered positions in other departments. Several workers have resigned to take other jobs. Visitors carry loads averaging sixty-five cases, and in addition, make investigations for WPA and "low income stamp plan" certifications.

New York State: "Upstate," the state exclusive of New York City, caseloads have diminished almost to a "hard core" of unemployables. The most spectacular decreases have occurred in the industrial areas, but rural sections have also been experiencing a steady decline. In New York City, not a defense "boom town," the drop was at first slower than elsewhere, but in the past few months has rapidly been gaining momentum. (See page 317.) For the state as a whole, it is expected that the 1941 decrease will be approximately 17 percent of the total load, almost the same as the decrease last year. State budgetary requests to the legislature are being made on this basis.

Local relief appropriations—the state reimburses 40 percent — have been declining in line with caseload decreases but there has been no heavy pressure, outside a few rural areas, to make arbitrary cuts beyond what the case counts indicate. On the whole, "the public is willing to accept reasonable appropriations to meet needs on a budgetary basis," and indications are that individual budgets will be adjusted to meet changed living costs. The State Department of Social Welfare, in order to combat any changes either upwards or downwards on an arbitrary percentage basis, is sending its home economists and nutrition experts into the local areas to study costs and advise on budgetary revisions. There has been practically no demand for staff reductions on any wholesale dismissal basis.

What reductions have been effected have been through the simple expedient of not filling vacated positions. The most notable drop has occurred in the clerical staffs. Field representatives from the state department report that local officials for the most part have a real conviction that sufficient technical staff must be retained to make this an opportunity for the improvement of services, especially in the areas of health, medical care, and family adjustment—"the public is beginning to recognize the importance of these services."

The one black spot in this fair picture is the shadow of priorities unemployment, in some areas already beginning to have an adverse impact on the descending rolls. Relief officials, however, seem to be prepared for its coming and report that "there is plenty of money" to meet the situation.

Buffalo: In this "boom" area where great airplane, steel, chemical, and munitions plants have been developed, the home relief caseload has dropped from a daily average of 18,945 in 1940 to 10,840 in 1941. In spite of "extravagant prophecies as to labor shortage during the next six months," 1,700 to 2,000 trainees who have been graduated from defense training classes in vocational schools have not been placed, though some may soon be absorbed by the new aircraft plants which are still in the organizational stage. "There is always public pressure to reduce relief appropriations and staff," but the Erie County Department of Social Welfare has been fortunate enough to be able to withstand the pressure groups. Cuts which have been made have not been out of proportion to caseload decreases. In 1940 the budget was $14,000,000; in 1941 it was $12,700,000. The 1942 estimate is $8,900,000 on the basis of an estimated caseload of 8,000. The staff has been reduced from 1,350 in March 1939 to approximately 800 today. The number of caseworkers is always determined by the maintenance of a caseload average of between sixty and eighty per worker. Persons close to the welfare scene are deeply worried about post-emergency conditions, as the 1,000 families a month who are pouring into the city for work in the defense plants are rapidly acquiring legal settlement. "Now is the time for very careful planning and consideration of the situation that is bound to come about when employment in this area becomes normal."

Rochester: The city has experienced a 40 percent drop in its home relief caseload since last January, but a slight seasonal rise is expected in the next few months. Relief appropriations have been

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cut, but not below the welfare department's budgetary requests. Successive yearly home relief expenditures were $5,475,000 in 1939; $4,400,000 in 1940; an estimated $3,200,000 in 1941. On the basis of caseload decreases the department will ask for $2,100,000 for 1942. If this sum should prove insufficient, emergency borrowing will be possible in order to provide adequate care. All social agencies in the city use the same base family budgets, which were increased as of October 1 to allow 10 percent more for food to meet increased costs. The interagency budget committee is now at work studying rents to determine whether a rise in rent allowances is also necessary. Normal staff resignations have accounted for most of the staff reduction that has taken place. Not a single replacement has been made since August 1940. In addition, some twenty social workers have been dropped as the natural decrease among social workers has not been as rapid as among clerical workers. Individual caseloads, however, are "considerably below the justifiable level." The welfare department has not laid off workers as rapidly as caseloads have decreased, because of the "investment in training" they represent and because "it is too soon to know exactly what to expect in the near future."

New York City: The home relief load is now at its lowest point since the administration of home relief became a function of the city Department of Welfare. In September the over-all load, home relief and WPA, had dropped 56 percent from the load of June 1935. During September the average weekly drop in the home relief caseload was 900. Closing of cases due to private employment and all other causes, except WPA, were slightly more than the new cases accepted; the large net drop was due to WPA assignments, but during the latter part of the month there were more closing to private employment than to WPA.

Applications for relief have fallen steadily but not spectacularly. The first week in August they numbered 2,885; the last week in September, 1,873. The decline both in active cases and in applications is general throughout the city, except in Harlem districts where Negro unemployment remains high.

The staff of the department has been shrinking along with the case rolls, so that the load carried by individual workers remains at about sixty-five. The staff shrinkage has occurred by natural process—and not by dismissals. Employment opportunities other than in welfare work have attracted many of the younger people, both professional and clerical, and their places have not been filled.

There appears to be little pressure to increase individual relief grants in view of the rising cost of living, but the department is now engaged in studying all aspects of family budgets. Rents among the relief clientele have not as yet been affected greatly, and the stamp plan has had the effect of raising relief food budgets to a level probably higher than that of the average low-paid worker.

The drop in the relief rolls and in administrative costs has been so much greater than was foreseen that the department anticipates that its 1941 expenditures will be about $2,000,000 less than was estimated at the beginning of the year.

Pennsylvania: In this state where general relief is entirely state financed and administered, a steady decline in the rolls has reduced the load from 275,000 cases in August 1939 to approximately 78,343 cases on October first. At the same time WPA cases have fallen from 130,000 to 65,000. Well over half the present general relief caseload is composed of families containing no employable member. The situation has been described as resembling a "once widespread flood which when receding leaves little pools." The principal pools of unemployment are around the hard coal fields in the eastern part of the state and in the big cities of Philadelphia and Pittsburgh where, in spite of the defense boom, "the nature of the labor demand and of the relief population leaves certain groups still out of the running." There is also the impending danger of priorities unemployment which "will certainly be reflected in relief rolls after the cushioning effect of unemployment compensation has worn off."

Appropriations have declined with reduced loads, but there has been no pressure to knock them out of proportion. On the other hand, sporadic pressure has been exerted to raise relief and public assistance allowances to meet rising living costs. This concentrates on general relief and aid to dependent children where the budgetary standards are somewhat below those of the old age assistance program. However, the only changes which have been made so far are revisions in items for "compulsory" milk [see *Survey Midmonthly,* September 1939, page 286 and May 1940, page 177] to meet the rising milk prices in certain parts of the state. Several plans for revising rent allowances, which have always been low, are now under consideration by the State Board of Public Assistance.

The State Department of Public Assistance has adjusted its staff, county by county, in accordance with changes in caseload. All the county staffs come under state civil service and any necessary furloughs are made on a combination of seniority and performance evaluation. County adjustments are made on the basis of one visitor for every 150 active cases; one supervisor for every ten visitors; one clerical person for every two visitors and supervisors. Experience has shown that the public accepts administrative costs as long as they remain within 10 percent of total costs. "When they get above this magic ratio the brickbats start to fly."

Philadelphia: The general relief caseload has dropped to about half that of a year ago. Applications also are coming in in just half the numbers they were in October 1940. "Continued favorable employment conditions will undoubtedly result in a further reduction of a great portion of the employable load." Of the present 24,000 cases, approximately 14,000 are "unemployable." The County Board of Assistance "has been concerned with the inadequate standard of allowances for some time," but has not power to make revisions, and recommendations made to the State Board along this line have so far brought no changes. Staff reductions to correspond with caseload decline have not entailed any large scale layoffs as resignations of staff members to accept other employment have been abundant.

Harrisburg: The downward trend has been slow but steady over the past two years. Though for some time it has seemed that the caseload has been reduced to a core of unemployables, "a few cases less, week after week, indicate the indirect effect of employment even when the recipient himself is not the member of the family to get a job." Though the staff has been reduced in proportion to the rolls so that individual caseloads are no smaller, the Dauphin County Board of Assistance has been concentrating on rehabilitative efforts. That these efforts have met with no little degree of success is attributed to the raising of the staff standard as a whole through the "weeding out of weaker workers" under the period of staff contraction. The county board is greatly concerned over rising costs of living. Though the food stamp plan supplements inadequate food budgets, the types of food now listed as "surplus" are those which require other expensive foods to make them palatable. Single persons, particularly those who are unable to do their own housekeeping and must eat in restaurants, are having the most difficult time making ends meet.

Pittsburgh: There has been a steady decline in the general relief caseload since June 1940, interrupted only with the occasional occurrence of stiff WPA reductions. A continued decline is anticipated, provided that WPA quotas remain at their present level and that the "persons who are now being laid off and those who will be laid off because of

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'priorities' will be absorbed in defense industries." Such absorption is being aided by training and retraining courses in the schools and colleges. There has been no sustained public pressure to reduce the state relief appropriations below the governor's request, though "periodically one of the local newspapers will editorialize on the high cost of relief and question its continued necessity."

The Allegheny County Assistance Board, the Federation of Social Agencies, and labor and unemployed groups are gravely concerned over budgetary standards in view of "increasing rents and cost of living." The same groups have been vainly urging the state to increase administrative budgets to permit larger staffs and smaller individual caseloads in order to take advantage of a recent amendment to the Public Assistance Law opening the way for rehabilitative work with relief and other assistance recipients. Though the required staff reduction was taken care of up until September 1 by resignations and release for "cause," it has since become necessary to furlough sixty persons in order to stay within the staff-caseload ratio.

Down South

Maryland: A 16 percent drop in general relief throughout the state within the past year has been effected mainly by decreases in Baltimore City, center of most of the state's defense industry expansion. With the exclusion of Baltimore the decrease for the rest of the state comes only to 3 percent. The difference can perhaps be attributed not only to the unevenness of the spread of defense industry but also to the fact that outside of Baltimore City there has been "very limited assistance available for employable persons." To one mountainous county the defense program not only failed to bring benefits through increased activities, but actually brought suffering through the closing down of WPA projects. Only within the State Department of Public Welfare and the county units does there seem to be any concern over the increased cost of living in relation to relief grants. Baltimore City has already increased the food budget 10 percent and has made slighter increases in the rent allowance "which has never been equal to the rent paid." Staffs have not been greatly affected by the decline in the rolls, as additional services which the state department has been extending to clients have added to their duties. Small staff reductions have been effected by not replacing resigned workers.

Richmond, Va.: The city is not greatly affected by defense industries except for the construction of nearby army camps, one now finished and the other nearly so. The only reflection of "better times" on relief is in a reduced number of applications. On the other hand, rolls steadily increased from April 1941 until September. Though September showed a drop from August there still were some 200 more families receiving relief than in September 1940. This stubbornness of the general relief caseload is almost entirely attributable to "the changing policies of the WPA." The spring rises were caused by the return of a large group of "eighteen-month layoffs" for recertification. Just as these were about completed came a WPA quota reduction throwing 150 families back on general relief for "at least temporary help." Two factors dim the prospects for any decline in the immediate future. One is the seasonal expectancy; the other, a recent announcement that all WPA sewing projects are to be closed. Since these projects met the needs of "middle-aged women with responsibilities but with no experience that would qualify them for private employment," it is doubtful whether persons affected by their closing will find employment elsewhere either in private industry or on other WPA projects.

Reduction in relief appropriations is "everyday conversation on the street." During the past year two cuts in allowances were made, one reducing all grants "back to the nearest dollar," and the other eliminating "incidentals" and certain other "non-essential" items from the budgets. Only the social workers seem "concerned" over the rising living costs in relation to relief grants. However, it has been possible to increase rent items where rents have been raised. No public pressure has been brought to bear for the reduction of staff as "the city government now recognizes that many of the difficulties of the past have resulted from large caseloads and the heavy turnover in personnel due to inadequate salaries." On the other hand, the staff is being augmented in order to reduce individual caseloads and new workers are starting out at $95 a month instead of $70 as in the past.

Norfolk, Va.: The general relief caseload in this booming defense city dropped from 817 in September 1939 to 297 in September 1941, but the decline has been much slower in the past year than in the previous one. Part of this slowing up has been due to WPA quota cuts which have been reflected on the relief rolls somewhat, but not to any great extent; and part to the fact that as the load has been reduced, a greater portion of it is made up of "foster home" cases — dependent children not eligible for ADC because no "acceptable relative" is available. While there is no public demand for a reduction in the total relief and assistance expenditures, neither is there "any evidence of public appreciation" of the meaning of increased living costs to relief recipients. However, because more money is left from the 1941 appropriation than had been anticipated, approval has been secured from the State Department of Welfare to review OAA and ADC budgets in relation to present costs of living. A staff reduction at the City Social Service Bureau has been caused not by public pressure, but by resignations in anticipation of the pending merit examinations. As fast as suitable workers can be secured, the staff is being brought up to its 1940 level so that caseloads may be small enough for intensive work.

North Carolina: The only relief programs to be affected in any appreciable amount by the defense program are the WPA, the CCC, and the NYA. This is true not only in the non-defense areas but also along the coast where new naval bases are located. The WPA caseload decline has not been as marked as might be expected. However, the CCC and the NYA "are having a difficult time finding candidates for their services."

Knoxville, Tenn.: The general relief caseload, made up entirely of "unemployables," has remained fairly stationary during the past year. The WPA waiting list declined considerably between February and June, when a steady increase began which continued through the summer. This upward trend in the number of persons waiting to be assigned has had its source in WPA quota cuts. No one but the social workers and clients shows any anxiety over relief or public assistance allowances in relation to the present inflationary trend in living costs.

Alabama: Despite the fact that the entire state has been "materially influenced and changed by the number and variety of defense projects," the general relief rolls have remained almost static since the beginning of the defense program. This is attributable to the fact that, except for emergency grants, the only general relief available has been for unemployables. Persons have been leaving the WPA rolls, but cuts in quotas have made it impossible for this program to absorb the somewhat reduced waiting list of persons "certified and awaiting assignment." Today there are still nearly 16,000 "employable unemployed" with no means of subsistence other than federal surplus commodities. WPA applications, however, have steadily declined.

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Rising costs of living have almost counteracted any good brought to the state's low income group through defense activities. A recent study conducted by the State Department of Public Welfare revealed that the "relief dollar" is now worth only 77 cents compared with its value a year ago. In strategic defense areas, "larger and larger percentages of the grants must be spent for rent." Stranded "defense migrants" have added to the worries of welfare officials and the problem of priorities unemployment is beginning to raise its ugly head.

County welfare boards for the most part are aware that the relief problem has not decreased, but has only "shifted emphasis." There is an evident "desire" to revise budgets to meet increased living costs, but it has been possible to bring this about only in the few counties where intake has fallen off considerably. There has been no pressure to reduce staffs as "caseloads have never been low enough to be related to a 'job well done,' and even a very material reduction in public assistance would not call for a reduction in personnel."

Birmingham: The defense boom has had no effect upon the relief load, which is made up almost entirely of the public assistances. Limited funds for the categories have precluded the possibility of a general relief program. There has been no effort to cut appropriations, but an increase is badly needed because of increased living costs. Caseworkers, who carry an average assistance caseload of 235, have had selective service investigations added to their duties.

Mobile: The county has never had an appropriation for general assistance, though there is a small "inadequate" fund disbursed by a private agency that is used for relief on an "emergency" basis. The defense program, however, has been reflected in the constant drop in the number of applications for WPA certification and for federal surplus commodities. Numerous jobs are available in the community in various defense industries. The assistance caseload, on the other hand, has gone up rather than down. Rising costs of living have made it necessary for some low income families, who formerly could get along "on a few dollars," to apply for aid. In addition there is at least "one new desertion case a day"—families of men who have "gone over the hill" upon the receipt of their first large paycheck.

New Orleans: Since the only type of general relief is relief for unemployables, the load has not been affected by increased employment opportunities. As the city is not an industrial area, it is not in reality experiencing much of a boom. Relief officials anticipate an increased load during the coming winter, because of WPA quota reductions and because of priorities unemployment. Appropriations have not been cut but at their present level they are "not sufficient to meet the needs of the relief group," and there is some pressure being brought to bear to try to get larger amounts for 1942 from the city and from the state legislature. The relief and assistance programs call for an automatic revision of budgets on the basis of community costs, but the local welfare department has not been able to put this through to meet the rising costs because of the inadequacy of its funds. No staff reductions are anticipated as "individual caseloads are already too high."

Dallas, Tex.: The primary effect of the defense "boom" on the relief picture has been in the reduction of applications for WPA and CCC. The general relief load, comprised as it is of "incapacitated people," has not been affected. The present "awaiting WPA assignment" caseload is comprised almost entirely of unskilled persons not possessing the qualifications for employment in the large defense plants. The heaviest intake function at the present is the certification of persons for food and cotton stamps. The prospects of priorities unemployment is assuming ominous proportions and is expected to have an effect upon the relief load within the next eight months. There has been no staff reduction despite a considerable drop in total caseload. The local welfare department has made a continued effort to educate its lay board to the importance of small individual caseloads, apparently with some success. Two new workers have recently been added to the staff in the face of the decline in the load. The department has also been successful in putting through a 1942 budget providing a 14 percent increase over the budget for this year in anticipation of increased living costs. It is feared, however, that costs may rise far beyond 14 percent.

Austin, Tex.: A summer decline in the relief caseload was due not so much to the defense program—there is not much defense employment in this city — as to migrant farm work. Many of the winter relief clients gather cotton in the summer in North Texas, West Texas, Oklahoma, and New Mexico. Others go as far away as Michigan to work in the beet fields. The migrant workers usually come home in November and December and gradually go back on the relief rolls. Local cotton picking was more profitable than usual this year, the 50 cents a hundred pounds offered at the beginning of the season advanced to $1 a hundred before the season was over. Priorities unemployment is beginning to be felt, but so far it has not affected the relief load to any appreciable extent. Training and retraining courses being offered under the joint auspices of the WPA and the University of Texas may help to avert the impact of this type of unemployment from the relief rolls. These courses, however, hold little promise of reducing the present relief load as the recipients have "neither the educational background nor the work experience to qualify for the program."

The Middle West

Dayton, Ohio: This defense boom town leads all the Ohio cities in percentage of relief decrease, both in expenditure and caseload, for the first six months of 1941. The case count fell from 2,221 on January 1 to 1,344 on September 1; expenditures from $71,652 per month to $36,938 per month. Priorities unemployment has been threatening, but the establishment of a branch OPM office in the city to help small manufacturers obtain defense contracts has relieved much anxiety. Considerable pressure has been exerted, particularly by industrialists, for drastic reductions in relief appropriations and staff, some persons going so far as to suggest elimination of the entire relief program. "It did not exist prior to 1929; why should it now?" Criticisms are met by constant interpretative efforts on the part of relief officials. The staff, particularly the clerical staff, has been reduced naturally by the lure of higher paid defense industry positions. The professional staff is being maintained with smaller individual caseloads on the theory that "they are entitled to a breathing spell after the last seven years of pell-mell." Because of the high living costs, budget standards are being studied, and will probably be revised to provide for a 20 percent increase in food schedules.

Indiana: The general relief rolls have dropped about 50 percent since January, but the categorical assistance rolls have remained static. There is a great deal of defense activity in this state which has drawn many people from other states. Officials, however, do not seem to be worried about a migrant problem, but seem to feel that these people will move on to other states when their work is finished. Living costs have skyrocketed, but neither the relief or categorical aid budgets have been revised.

Louisville, Ky.: Across the river from Charlestown, Ind. [see "Growing Pains of Defense," by Gertrude Springer, *Survey Graphic,* January 1941] this city expected an influx of relief applications

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when construction work on the new Dupont factory was completed. These expectations have failed to materialize, although layoffs in Charlestown are taking place at the rate of 500 a month. Louisville has a locally financed relief program which this year had at its disposal more money than in the past. Funds have always been inadequate and the new money was used to add to the rolls families from a long waiting list. However, though the rolls have increased rather than decreased, new applications from employables for relief or WPA certification have showed a marked decline. Living costs have gone up tremendously, particularly rents. Relief and public assistance grants are entirely inadequate for paying the high rents asked and many families are constantly engaged in a hopeless search for cheaper quarters.

Illinois: The relief rolls have been decreasing rapidly in most areas affected by defense activities and particularly in Bloomington and Rock Island where they have nearly reached the vanishing point. In one defense area, however, the rolls have inexplicably risen. High rents and food costs present a serious problem for those who remain on the relief rolls as well as for OAA and ADC recipients. Though the state helps finance relief, budgetary standards are set by local communities. In some, these are under study in view of the increased living costs.

Chicago: The relief rolls have been dropping rapidly but the rate of decrease recently has been slowing up. The load is now made up largely of unemployables, Negroes, and aliens. Unless industry changes its attitude toward the latter two groups, there is little hope for further marked decreases in the caseload. A few cases will be transferred to the new ADC program [see *Survey Midmonthly*, August 1941, page 242] but probably not more than one in twenty. Food prices are checked every three months by the nutrition service and budgetary changes made accordingly. No changes have been made in rent schedules although rents are being watched. They have risen in some sections of the city, particularly around the steel mills, but so far they have not risen in the Negro section.

Wisconsin: The drop in relief has been general throughout the state, though much less noticeable in the northern "cut-over" areas than in the industrial and agricultural sections. Since the total general relief load has dropped 50 percent, the WPA load 50 percent, CCC 60 percent, "a tendency to reduce relief appropriations is what should be expected." Taxpayers groups have been exerting pressure to force reductions. However, there is general awareness of the threat of priorities unemployment which has already turned to a reality in a few sections. Recognition also exists of the probable effect on relief expenditures of the rising cost of living, and county units of government are for the most part taking inflationary tendencies into consideration in computing their requests for new appropriations. Staffs have been reduced but "not as rapidly as caseloads have fallen." It is the policy of the State Department of Social Welfare to press for the reduction of staff in the local agencies "where the load has decreased noteworthily." However, this policy is followed with the understanding "that a minimum adequate staff is to be maintained and an adequate welfare organization encouraged."

Milwaukee: The general relief caseload in October was half its size in January 1941. The trend seems to be steadily downward and shows no signs of leveling off in the near future. The WPA load has been similarly reduced. This city still clings to the commissary method of meeting the needs of its relief population. As commodities are the only form of relief, changes in prices are not immediately felt by the recipients.

Minnesota: The general relief caseload at 22,755 in September hit the lowest point since the program was inaugurated in 1933. WPA quota cuts, which reduced the number of WPA workers in the state from 34,351 to 25,746 in September, seemed to have little deterrent effect on the decline in general relief. ADC rolls also dropped off steadily, though more slowly, for four successive months. OAA and aid to the blind continue to increase.

Minneapolis, Minn.: A steady decrease from month to month in 1941 has brought the general relief caseload down from 10,598 in January to 6,455 in September. Only 1,241 single men remain on the rolls, although of a former load of 1,800 more than 1,500 had been adjudged "unemployable." However, relief officials are "keeping their fingers crossed" against ending up the year with a rise in the rolls caused by priorities unemployment. A few applications from this cause are already coming in, but its threat "is far overshadowed by anticipated available employment from a large new ammunition factory." Relief funds are provided on a basis of what is needed, through the issuance of public relief bonds, so that officials have never been faced with "pro-rating" and "partial relief." However, as the legal borrowing limit is near, the problem of laying out a "pay as you go" system has been put before the state legislature. The local taxpayers association and other civic groups have relief finances under close scrutiny, but "seem to pay much more attention to the administrative cost angle than to the actual relief cost." During 1941, total expenditures have fallen off almost $1,000,000. Expenditures are expected to increase as individual budgets are being revised to take care of increased living costs. Staff reductions have been made to comply with a policy of 100 cases per worker, not including applications. Civil service regulations require all separations to be made on a seniority basis.

Iowa: The categorical assistances as well as general relief show a decrease in caseloads. The tendency prevails throughout the state, but is more marked in defense areas, particularly in Des Moines. Public assistance grants have not been rebudgeted in relation to rising living costs. Inflationary tendencies are causing hardship, particularly to OOAA recipients.

St. Louis, Mo.: A slow but steady drop in the general relief caseload since January 1940 has not greatly cheered welfare officials who expect a rise in applications in the near future to result from increased living costs. Though funds were never sufficient to meet needs, the state legislature cut the relief appropriation for the coming biennium on the strength of the "defense boom." However, in spite of the constant inadequacy of funds, "the closing of relief cases because of financial restrictions does not account for more than a third of the total drop in caseload." The drop in general relief rolls has not been accompanied by a decrease in staff caseloads as the city office of the State Social Security Commission handles all types of assistances. Workers carry average loads of 300 cases. There are still large ADC and OAA waiting lists, though closings are now keeping pace with new applications. There is little community concern over the relation of rising living costs to relief and assistance grants. Costs have gone up but not as sharply as in some communities with more pronounced defense activities.

Mercer County, N. D.: Though there is practically no defense work in the entire state, the general relief caseload has dropped off 25 percent in the past year. Family grants, however, are completely inadequate and always have been. The welfare officer never gets more than a small percentage of his requested appropriation, and the money cannot be stretched to meet all needs. General relief grants are made only on a temporary basis—usually as a carry-over between WPA assignments. The most crying need at present is an adequate medical care program.

Wichita, Kan.: A steady decline in the general relief load between January and September has been followed by a sharp seasonal rise. Appropriations have fluctu-

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ated to meet the changing caseload, but there has been no pressure to reduce them out of proportion to the drop in the load. Neither has there been any pressure toward staff reduction. The county welfare board has taken this opportunity to reduce individual caseloads so that more intensive casework can be done. It is also studying budgetary standards in relation to increased living costs in order to make what revisions are necessary.

Nebraska: The general relief rolls are steadily declining, but those of the categorical assistances are still going up. In most localities budgets have not been refigured in relation to rising living costs. They have always been too low to meet needs. There is still "much unmet need and malnutrition" in the state, particularly among the general relief population. "The inequities of categorical administration combined with the drive to reduce expenditures may mean that the group that has the least will be deprived of the little they now have."

Omaha: The total relief load, including OAA, ADC, WPA, and county relief, has declined 30 percent in the past year, but the drop has been largely in the employable caseload—WPA and county relief. OAA has showed slight increases. Although local relief standards have been extremely low, there is some pressure to reduce appropriations and little community concern over rising living costs in relation to relief grants. Two increases have been permitted in the food budgets of general relief cases in the last six months, but OAA and ADC are still operating on budgets set up in 1939. Whether the relief rolls will continue to decline is a question as there are few employables left on the rolls. Even the WPA rolls are made up of persons of "submarginal employability in terms of private industry." A reduction in the staff of the County Assistance Bureau, which handles all forms of aid, has been due to merit system reorganization rather than to an attempt to follow declining caseloads. The bureau is having difficulty in finding suitable personnel and individual caseloads are still high.

Out West

Washington: The number of persons on general relief throughout the state fell from 41,134 in August 1939 to 16,315 in August 1941. The drop has been general throughout the state but more pronounced in defense areas. It has included "unemployables" as well as employables. Much of the drop in the "unemployable" load is attributable to enlargement of the OAA program, but a large measure of it can be accounted for, "both directly and indirectly," by the pick-up in employment. The OAA program has risen almost 50 percent since March 1941. This has offset any possibility of reduction of individual caseloads. Appropriations for general relief have been reduced in line with the decline in caseloads, but there has been no pressure for further reductions. There has, however, been considerable pressure for more adequate general relief grants. These have been raised slightly as the decrease in the rolls has made more money available. The caseload decrease has also released more funds for medical care. However, the services available in the general relief program are still "not anywhere nearly comparable to those available in the federal aid programs."

Private Agencies and Food Stamps

By FLORENCE M. EIS

Assistant to the Welfare Consultant, Surplus Marketing Administration

IN March 1941, when the food stamp plan replaced the direct distribution of commodities in New York City, the Surplus Marketing Administration, Department of Agriculture, the program's sponsor, announced that certain private agencies would be authorized to certify low income families to the Department of Welfare of New York City for participation in the plan.

Such participation represented no new departure from the basic pattern or intent of the plan. Ever since the first food stamp was issued in May, 1939, at Rochester, N. Y., many welfare workers have urged, and those responsible for the plan have felt, that families on a marginal level should be included even though they were not on the relief rolls. Cost to the government, in subsidy (blue stamps) as well as in administration, had to be considered in determining how far the Department of Agriculture could go in bringing this group into the plan. In recent studies made by the Department of Agriculture and the Department of Labor in cooperation with the National Resources Committee, it was estimated that 23 percent of the nation's more than twenty-nine million families maintain themselves on incomes of less than $1,500 a year. Therefore the Surplus Marketing Administration had to be selective in its planning for the inclusion of this low income group. New York City is one of the several communities chosen for the experiment.

The first step taken by the Surplus Marketing Administration to make such an extension of the program in New York City, and to work out administrative details, was the appointment to its local staff of a social work consultant to organize the private agency program. At this point (March 1941) the direct distribution program was discontinued in favor of the food stamp plan for all metropolitan New York.

Representatives of more than 100 private agencies—family agencies, settlement houses, social service departments of hospitals, veteran and church groups—whose clients had participated in the direct commodity distribution program were called together under the auspices of the Welfare Council. The meeting also included representatives of state and local welfare departments. The agency representatives were eager to have a program formulated for clients not eligible for public assistance, but in need of supplementation hitherto provided by the distribution of commodities. The Washington and Philadelphia regional officials of the Surplus Marketing Administration presented the food stamp plan as an experimental scheme.

Briefly the plan as it now operates is as follows: Agencies which are prepared to carry out the plan's responsibilities submit a "Memorandum of Understanding," prepared by the Surplus Marketing Administration. The memorandum, signed by an executive of the agency, sets forth considerations which must be understood as acceptable to the agency and which are in conformity with Surplus Marketing Administration's standards for participation. The approval of the Surplus Marketing Administra-

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tion upon receipt of the memorandum, permits the agency to certify families to the plan.

The Surplus Marketing Administration procedure provides for designation of the eligible participant to the Department of Welfare, New York City, the authorized stamp issuing agency. The procedure also provides for investigations to determine a family's eligibility for the original certification, and also for recertification every ninety days, if the family is to continue to be certified. Investigations include a home visit and the verification of all income. Records of the data obtained from such visits are kept by the participating agency on a "permanent record sheet," which forms the basis for the Surplus Marketing Administration's periodic inspection. Since most private agencies work on a weekly budget basis, eligible families receive a weekly authorization to purchase stamps from the Department of Welfare over a period of thirteen weeks, unless certification is withdrawn in the meantime. Certification entitles the participant to purchase his stamps at the nearest Home Relief Office which sells stamps. The weekly authorization facilitates making any changes due to altered eligibility status of the family.

A carefully developed schedule sets up the maximum weekly income for eligibility, and the maximum and minimum weekly amounts for food purchases with stamps. The schedule is based on Home Relief and Welfare Council budgets for families numbering from two to sixteen persons, and allows for a somewhat more liberal budget than that used by the public assistance agency. This schedule of weekly income helps determine the eligibility of the family, once the family income has been verified by the individual private agency. By September 1, 1941, eighty-one private agencies in New York City were certifying more than 2,500 families to the Department of Welfare for participation in the plan.

THIS pattern, adapted to fit New York City conditions, has far-reaching implications and is being studied by welfare workers and officials of the Surplus Marketing Administration. As the policies and administrative procedures are tested, much new information becomes available. The very magnitude of the experiment in an area the size of New York City has bearing on the organization of the plan in other communities. In order to handle new problems as they arise, and to make the project increasingly effective, an advisory committee was appointed by the executive director of the Welfare Council. This committee, which includes a wide representation from the private welfare agencies, is a continuing body. It works with the social work consultant of the Surplus Marketing Administration and has helped review and formulate policies and procedures under which the stamp plan functions.

For many of those in the agencies, the changes in the distribution of surplus commodities serve to direct their thinking beyond the present moment. The shift in emphasis on the part of the federal administration from the purely economic aspect of the program to an effort to help meet the nation's nutritional needs is more and more apparent. The findings of the draft boards as to physical unfitness of the nation's youth have served to awaken public consciousness to the serious results of malnutrition and the faulty eating habits of a large proportion of the population. The problem was highlighted last May by the National Nutrition Conference for Defense, which launched a nationwide educational program for improved diet and higher nutritional standards. In its recommendations to the President, the conference stated that

> . . . recent dietary studies among large groups representative of the people of the United States, clinical studies among smaller groups, and the examination of men called up for military service, show clearly that poor diets and malnourishment are widespread in this country . . . and are serious enough to be a genuine cause of weakness in the present emergency.

In line with further recommendations that there should be a "mobilization of all neighborhood, community, state and national organizations, and services that can contribute in any way to raising the nutritional level of the people," Dr. Thomas Parran, U. S. Surgeon General, declared:

> Putting the food stamp plan on a nationwide basis covering all underprivileged Americans is an excellent way of giving proper nutrition to the millions now underfed. It will also spur to capacity the production of food, which is as important to this country's defense as guns and airplanes and battleships.

This prediction is borne out in the recent advice given by Claude Wickard, Secretary of Agriculture, to farmers everywhere to increase production in order to meet new demands for our commodities abroad and to insure the continuance of the domestic programs of the Department. In supplying this rapidly expanding foreign market, the Department of Agriculture does not foresee any curtailment in the scope of either the food stamp plan or the distribution of commodities in its child feeding program.

Aware of these trends, the advisory committee is finding certain limitations in the application of the program as it is now set up. As their clients' participation increases, it becomes more and more difficult for the agency staffs to assume the added responsibility of certification and recertification. A survey made by the Surplus Marketing Administration, at the suggestion of the advisory committee, indicated that the majority of the agencies were equipped to accept applications for certifications to the food stamp plan only from clients normally known to them. While recognizing the need for stamps in low income families without agency connection, and expressing their concern for them, these organizations did not feel they could extend their services because of the administrative problems involved. Thus, even if all the private agencies in New York City could participate, there still would be eligible families, not known to any agency, which would be unable to share the benefits of the plan.

The importance of adequate nutrition is increasingly apparent. Is a public department better equipped than a private agency to carry out the program for the low income group and better able to insure adequate coverage? This is the question which many thoughtful members of the participating group are posing. Many have already put themselves on record as believing that the answer is in the affirmative and that this would constitute a more realistic approach to the whole situation.

But the willingness of the private agencies to cooperate and to assume leadership, and their appreciation of the positive values of the food stamp plan, fortifies the position of those responsible for guiding the present experiment in New York City. They hold that the record to date justifies their belief that the private agencies can play a dynamic part in the plan for raising national standards of diet and nutrition, and for providing constructive supplement to the "real wage" of low income families who are not on relief.

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Social Security Proposals

By BEULAH AMIDON

MAJOR revision of the present social security system seems likely to be undertaken this winter. Extension of old age and survivors' insurance to millions of workers not now covered, higher payroll taxes, federalization of unemployment insurance, and more liberal old age assistance are among the far-reaching proposals for strengthening the economic security of wage earners, and building a bulwark against inflation today and a post-war depression in the future.

On October 4, the press announced from Washington that President Roosevelt has approved the suggestion of the Social Security Board for a single, inclusive national social insurance system and that he would soon send a message to Congress recommending such a plan. That the message had not been sent by the end of the month was held by many informed persons to be due to the fact that the National Resources Planning Board's study of all aspects of public aid in the United States is now completed and soon will be released. It is known that a copy of the summary section was laid on President Roosevelt's desk shortly after the announcement that the administration would urge radical amendment of the social security system. It seems likely that any proposals for amendment will take into account some of the findings of this study, and questions as to policy and long range planning which they are understood to raise.

At present, old age and survivors' insurance covers about 40,000,000 men and women employed in some 2,000,000 enterprises. The suggested extension in coverage would bring about 27,000,000 additional workers into the scheme, including 7,000,000 farm operators, 4,000,000 agricultural workers, 2,500,000 household workers, 1,000,000 employes of non-profit agencies, 3,000,000 casual laborers, 4,000,000 employes of state and local governments, and 5,000,000 self-employed persons.

The federal old age insurance law went into effect on January 1, 1937, when contributions became payable from employers and employes. At present, the tax rates for this purpose are one percent on wages and one percent on the employer's payroll. These rates are scheduled to increase to 2 percent each in 1943, to 2½ percent each in 1946, and to 3 percent each in 1949 and thereafter. Under the 1939 amendments, which followed recommendation of the Advisory Council on Social Security, old age insurance was expanded to provide protection for widows, orphans, and the dependent parents of insured workers who die prematurely; that is, the entire scheme was shifted from individual protection to family protection. The payment of monthly benefits was pushed ahead from 1942 to 1940. As of August 30, 1941, the government had collected $2,740,602,058 in old age and survivors' insurance taxes. Of this, $114,840,215 had been paid out in benefits.

It frequently has been pointed out by students of social legislation that to extend the coverage of old age and survivors' insurance would involve complex administrative difficulties. This would be particularly true in attempting to include domestic, agricultural, and casual workers, and the self-employed. Some broader considerations may be raised in the report of the National Resources Planning Board. For example, what measure of security would be afforded those low income groups under the insurance plan? Could benefit and eligibility formulas be changed sufficiently to give such workers reasonable protection without destroying the integrity of the whole scheme? Would it be better to provide for them through old age assistance, rather than try to give them insurance coverage? Are there some groups of workers for whom insurance protection is not appropriate, and for whom other forms of protection are more suitable?

THE liberalization of old age assistance would help in the redressing of the present inequality among the states. The proposal, as outlined by President Roosevelt in his September 30 press conference, would increase the federal contribution to states which are unable to come up to the national average in the size of their monthly grants to needy old people. At present, the federal government matches state funds on a fifty-fifty basis, to a total of $40 a month. The average old age assistance allowance amounts to $20.78 a month. But some states fall far short even of this modest sum. South Carolina, for example, pays an average grant of $8.02 a month, Arkansas $7.66; Georgia, $8.37; Missouri, $12.71 (July 1941 figures).

Federalizing unemployment compensation would mean that the fifty-one plans now in force in the states, and in the District of Columbia, Hawaii, and Alaska would be supplanted by a single nationwide scheme. The Social Security Board, in its recommendation to this effect, argues that this would be safer than the separate state systems, and that it would have other advantages. The risk would be spread, the enormous reserves of the state funds could be put to more effective use, the unified scheme would be more effective in the event of mass unemployment in the post-defense period, and many of the present inequalities, difficulties and administrative wastes of fifty-one systems would be corrected. Unemployment compensation schemes now cover about 28,000,000 workers. To August 30, 1941, unemployment insurance contributions totaled $4,245,246,801, while $1,757,230,769 had been paid out in benefits. At present, there is a wide difference in the benefits paid and the contributions collected in different states. There is considerable variation in the amount and duration of benefits, and in the formulas for calculating benefits. The separate state schemes also create problems for the worker who is employed in more than one state. For instance, a man who works a few weeks in one state, gets a month's work in the next state, then finds work in a third state may, if he becomes unemployed, find that he cannot draw unemployment benefits because he does not have enough weeks of employment in any one state to make him eligible. The Social Security Board officials suggest that under a national unemployment compensation system, average benefit payments would be raised, and the duration of benefits increased. Further, employers and employes in the various states would receive equal treatment under a single benefit formula.

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The changes in the security program proposed by the board and accepted by the President would not only broaden and liberalize existing provisions, but add an entirely new type of insurance—protection against temporary disability, with medical care covered, and insurance (not related to unemployment compensation) for the worker permanently and totally disabled. At present, workers who are absent from the job because of sickness cannot draw unemployment compensation, since to be eligible, a worker must be "able to work."

Employers now pay 4 percent on their payrolls for unemployment compensation, and for their contribution to old age and survivors' insurance; covered employes pay one percent of their wages solely for old age and survivors' insurance. The new proposals would mean increased social security levies on both employers and employes; it also would bring into the old age insurance scheme additional millions of workers and their employers.

It is this aspect of the proposal for revision which by syphoning off purchasing power would constitute an anti-inflationary move. It has the approval of the Treasury, which on October 28 recommended to the President an increase in the social security tax rate, in addition to a broader base for the whole social security structure.

The exact form of the administration proposals will not be known until President Roosevelt sends his message on the subject to Congress. While a bill embodying the suggested revision may be introduced within the next few weeks, it seems unlikely that any action will be taken in the present session of Congress.

Why Foster Homes Fail

By LESLIE BURTON BLADES

Director, Rancho Descanso, Atascadero, Calif.

AMERICAN social work is undergoing a transition. During the last two decades world stresses have brought about conditions which have created far greater demand than could be met by private charities, even with the aid of such efficient mechanisms as the Community Chest. As a result governmental agencies here, as earlier in Europe, have been compelled to enter new areas in the social field. Whether social work will gain or lose in its effectiveness as more and more of it is accepted as a necessary government function is still a subject of debate.

Due to the fact that our national development has been a process of migration westward, we have an opportunity in America to observe and to compare. In the older eastern states much of the best social work still is performed by privately supported agencies. In some of the western states the same functions are carried out by legally created public mechanisms with financing distributed among county, state, and sometimes federal funds. Thus in eastern states the treatment of those children usually called "maladjusted," "delinquent" or "a-typical"—a group with which I am heartbreakingly familiar—is to a great extent the concern of private agencies, while in the West their treatment falls into the regular mechanism of public welfare departments.

In analyzing and evaluating the specific workings of the mechanism as it affects those particular children, I would not discredit its potential value. Rather, I am trying, as mechanics would say of a machine which failed to operate successfully, "to take the bugs out of it."

An analysis of social welfare administered through private or public funds can be most effective if a comparison is made of the methods and procedures used in present-day child care agencies. For this purpose the private agencies of the city of Boston afford an excellent antithesis to the public agencies of the state of California. Boston's privately supported agencies led in the pioneering work of discovering dependable methods for the rehabilitation and socialization of a-typical children. California, through its State Department of Social Welfare, is a leader in such an experiment maintained at public expense.

In Boston, a-typical children whose behavior difficulties defeat the capacity of parents or of school authorities are referred for study and possible treatment to private agencies such as the New England Home for Little Wanderers or the Children's Aid Association, both of which date well back into the nineteenth century. The Home for Little Wanderers maintains its own clinic, with a recognized psychiatrist and physician in charge. The Children's Aid refers its cases to the Judge Baker Guidance Center, the best known child clinic in America. Thus the two placement and treatment agencies linked with the clinic constitute a trinity of social treatment centers for children. Other smaller agencies, also private in character, specialize in the care of less difficult, dependent, or medical cases. The work of the agencies is carried out by trained social workers—specialists in the care of children.

In California, the majority of a-typical children become wards of the Juvenile Court in the county where they live. Their behavior often is considered by judges with no particular aptitude and no special training in child problems. They are then turned over to probation departments or probation officers who frequently have less insight and training than the judges who commit them. Exceptions to this general rule may be found in a few cities where probation departments are manned by trained people and the recommendations of psychologists are available. But until recently only two significant child clinics existed in the state —one in Los Angeles and one in San Francisco. A third is now beginning to function in Santa Barbara.

IN Boston a child may be under observation for months before a plan is made for him; in California only a minority of the children who come in conflict with society have their cases studied by trained people. In Boston a-typical children referred to the agencies are received and treated as individuals suffering from a social malady either of their own or of society's making; in California, when they come to the court they are regarded as lawbreakers who must take the consequences.

In dealing with an a-typical child three courses of action are open to social workers and probation officers: the child may be left at home where, under the supervision of the social worker or probation officer, his conduct may be guided into constructive channels; he may be committed to a cor-

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rective or psychopathic institution; he may be placed in a foster home or a private school.

It is with the effects of the social mechanisms upon the lives and destinies of placed-out children that this discussion is chiefly concerned. Obviously these are children recognized as a-typical in a special sense. Otherwise they would be left at home or placed in the conventional public institutions. They are the unadjusted or maladjusted children, a forlorn and pitiful group whose needs are as unconventional as their behavior is antisocial. Even the most untrained and moralistic judge recognizes that they will not be rehabilitated either by probational supervision or by corrective institutional treatment. They are children for whom society entertains little hope. Helpless, homeless, and despairful some of them are the gangsters of tomorrow, some already are under the dark cloud of life-long psychopathic hospitalization, some are merely drab enigmas, destined apparently to meaningless and defeated lives. No one knows what should be done for them but something must be done. Treatment by placement is determined not because it holds the promise of rehabilitation, but because it seems the least likely to be either an injustice to the child or a tragedy to society.

HOW, one may ask, does the operation of the public system compare, in the handling of these children, with that of agencies privately financed and independently managed?

In the first place the private agency assumes responsibility only for the children it places. The State Department of Social Welfare of California, on the other hand, assumes complete legal control over *all* children in the state living outside their homes, whether they are placed privately or by some governmental agency. It accomplishes its authority through its licensing system. Section 1620 of the Welfare and Institutions Code reads:

> Activities for which a license is required. No person, association or corporation shall, without first having obtained a written license or permit therefor from the State Department of Social Welfare or from an inspection service approved or accredited by the department:
>
> (a) Maintain or conduct any institution, boarding home, day nursery, or other place for the reception or care of children under sixteen years of age, nor engage in the business of receiving or caring for such children, nor receive nor care for any such child in the absence of its parents or guardian, either with or without compensation.
>
> (b) Engage in the finding of homes for children under sixteen years of age, or place any such child in any home or other place, either for temporary or permanent care or for adoption.

This section gives the state department authority over any person in the state who undertakes to care for a child not his own. It avoids conflict with other authorities, such as the court, because it does not undertake to penalize an agency placing a child, but states that a person receiving a child without being licensed by the department is subject to a charge of misdemeanor. Normally, of course, the state department does not attempt to exercise its full authority, but it can and does utilize it in any instance where action is indicated. And it is organized to enable its workers to maintain much closer scrutiny of the most remote locality than might be supposed. This is done through its relation to county departments of public welfare and the system of licensing.

The problem, not only for private agencies but for the state department, becomes one of finding homes suitable for licensing for the placement of children—home-finding, the eastern social workers call it. To that end the California code prescribes a definite set of standards by which department workers must evaluate any applicant for licensing. The code is thorough and effective in its description of physical requirements. It stipulates the type of house and equipment, of sleeping quarters, air space, and distance between beds, and names certain foods which must be provided frequently. In short, it carefully defines minimum standards of environmental adequacy in the care of the physical child.

Unfortunately, however, none of these things, important though they are, can be regarded as effective therapeutic agents in the work of rehabilitating the a-typical child. Many an a-typical child develops in a home where butter, meat, and table linen are as regular as meals, and where sleeping quarters meet not only health but luxury requirements. Many such children, to be sure, come from other and less pleasant environs; but the most tragically environed "gutter rat" who develops a-typically cannot be socialized by "bread alone."

The California department is in no worse plight in this particular than are the private agencies of the East. They, too, have found themselves unable to articulate criteria by which to evaluate persons with whom children may be placed. They have developed highly trained specialists whose function is "home-finding," but even with this aid the selection of therapeutically vital homes is left far too largely to chance.

However, the eastern agencies are more strategically placed to insure good social work than is the California State Department of Social Welfare. In the East, broadly speaking, only the trained social worker passes upon a given home. If it meets with her conception of the needs of a child, she is free to use it. California workers are restricted by the very code which has been created to forward their objectives. Bureaucracy and the laws by which a bureau preserves its authority, hence its perpetuity, tend to dominate the situation at the expense of the best interests of the children.

THIS is a universal criticism of bureaucracy and its origin seems obvious. Both humaneness and efficiency suffer in bureaucratic operation as the complexity of the demand and the number of persons involved in its fulfillment increase. When the purpose of a bureau is social work, such a criticism becomes particularly pointed—most so when the social work is with a-typical children. If and as such children are rehabilitated, therefore socialized, the achievement is directly due to human qualities in a relationship between child and associated adults. Any environment not demonstrably unhealthy that contains the vital qualities of human relationship is a better environment than the best conceivable environment ever can be without them. Thus a bureau operating under a legal code which seeks to compel standardized physical environment but lacks definition of desirable human relationships not only tends to defeat its purpose but increasingly to become productive of just those human tragedies which its existence is designed to prevent.

This tendency exists in public welfare bureaus, such as that of California, in the governed disposition of a-typical children. It exists, though less pronouncedly, in private

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agencies as well. Neither can remedy the situation except as they are able to set up demonstrably valid criteria for the determination of qualities of human relationship which are indispensable therapeutic factors in the adjustment of a-typical children.

The first article by Mr. Blades, "Why Institutions Fail," appeared last month. Prior to the establishment of Rancho Descanso, a camp school for problem boys, the author directed a similar school in Massachusetts where he worked closely with the Judge Baker Guidance Center.

SOCIAL WORK AT THE GRASS ROOTS

"Gov'ment Woman"

By DAISY CALDWELL

County Home Management Supervisor, Farm Security Administration, Bryson City, N. C.

THE car climbed as far as a car could on the narrow mountain road; the rest of the way must be done afoot. At the first house I asked the way to the Glenns. The woman was friendly. "Follow this path over past yonder ridge till you come to the Martins. They'll show you the way to the Birds an' then some o' the children will maybe go with you up to the Glenns if you're afeared you'll get lost."

Up and up through the bright autumn sunshine I followed the path as directed. At every turn was another breathtaking view of the towering Smokies. "Past yonder ridge" I found the Glenn's house, a log cabin stuck like a mud-dauber's nest on the side of a narrow valley deep in blue haze.

A bright-faced young woman and four small children, shy as young deer, were at the door. When I said that I was from the Farm Security Administration she seemed reassured. "Oh, one o' them gov'ment women." During the past ten years the mountain people have learned about "gov'ment women"—the relief workers of the dreadful days of '33 and '34; the county health nurse; the home demonstration agent. Home demonstration work has been in the state for twenty-five years, but only recently has it reached this remote county. And now I came along, a home supervisor with the Farm Security Administration. It spoke well for the other "gov'ment women" that my reception was cordial.

The Glenns were having a hard time on their scrap of rough land. Jim had applied to the relief office and had been referred to Farm Security. I had been asked to investigate.

I talked with Mrs. Glenn about the flowers and the children and we looked at the late garden and at the shelves of canned things in the "bank house," a freeze-proof room dug into the side of the mountain. Before winter, potatoes, apples, pumpkins, kraut, brined beans, and "bleached" fruit would be stowed there. Mrs. Glenn forgot to be shy as she showed me all they had done. Getting in the winter food supply was a serious business. We went up to the barn, set on another shelf on the hillside. The ox that had made the crop had sickened and died, and then the baby was "dreadful sick" with "lung fever" and the heifer and the cow had to be sold to pay for medicine and for the doctor. It was then that Jim traveled down to the welfare office and was sent to us.

I found out how much of the land could be cultivated and about the debt at the store and all the other things that my office had to know in considering Jim's application. Then I walked down the mountain to the car and wrote down my findings. It seemed to me that another cow and a "work brute" would put the Glenns back on their feet once more.

My next visit was at the Burches. I drove up a steep rocky hillside, fording a shallow mountain stream as it crossed and recrossed the "homemade road." After the fall rains there would be no more driving up to the Burches till spring. Last winter when the whole mountain was in the grip of snow and ice and the thermometer hung way below zero I had climbed that trail to see if the Burches were surviving. The going was so icy that finally I took to the little stream that flowed so swiftly it had not frozen and waded up its course, thanking God for my high rubber boots. Even with the snow glare the Burches' cabin was dark. In front of the fire was a sheep skin and on it were huddled two puppies, three children, a lamb, and three kittens. Over the lot of them, tent fashion, was an old blanket open on the fireward side. The children offered to share the tepee with me. "Put your feet up here. Daddy's gone for wood and mamma's at the barn with the other lamb, but they'll be back."

Now, nine months later, I found the Burches' cabin chinked and banked against the coming winter, with a new window for better light and air. I could not stay long for I was due back at the county seat for a meeting of "the Court House bunch."

IN our county, workers of the different social agencies meet occasionally to "wrastle" together with the knotty problems of this Appalachian Mountain county and its stranded population, and to work out our joint projects. The agricultural extension and farm security workers had a mattress project where farm families were being taught to make their own mattresses with cotton and ticking supplied by the Surplus Marketing Administration. The county health nurse told of the coming tonsil and Tb clinics. She wanted the extension people to help with the publicity and the FSA people to see that their families availed themselves of the service. The NYA director told us of its new policies. The case worker of the welfare department wanted to know what chance the Jones family had to get on FSA or would it be better to refer them to WPA? The WPA man shook a doubtful head and said something about quotas. Each of us felt a relationship to each other and to the whole task. The next day each would go his separate way doing his own job, facing his own discouragements. But in the fellowship of "the Court House bunch" was assurance that however rough the road, no one of us was traveling it alone.

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Here in Washington • • By Rilla Schroeder

THE Budget Bureau's chill-invoking report has been received by the Senate Finance Committee and, in turn, referred to the Committee on Non-Essential Federal Expenditures.

Senate Finance is not, of course, an investigating committee, its proper function being legislative. Its request for the report and the simultaneous creation of the Committee on Non-Essential Federal Expenditures was an appeasement gesture toward the strong economy bloc on the committee. Senator Byrd sponsored both—the request and the committee—and will play a leading role in the investigation. The Virginian's views on government economy are well known.

In submitting the report, the Budget Bureau took pains to stress its entire disinterest in the proposed economy program. The reductions outlined, the report states, in no way reflect the views of the bureau or of the administration.

The report outlines means whereby three degrees of economy may be effected. The first would cut a billion from non-defense expenditures, the second a billion and a half, and the third two billion. Total non-defense spending is around $6,600,000,000. Of this approximately $3,100,000,000 is fixed by contractual or legislative commitments. The remaining three and a half billion would have to take the cut. This would affect the National Youth Administration, the Civilian Conservation Corps, work relief, aid to agriculture, and a number of lesser agencies and activities. The Bureau's comment that it would involve "curtailment or abolition of some functions of government" would seem to be an understatement.

The membership of the investigating committee indicates lively doings at the coming hearings. The members are Senators Walter F. George, Harry Byrd, Robert La Follette, Carter Glass, Kenneth McKellar, and Gerald Nye, and Representatives Robert L. Doughton, Thomas H. Cullen, Allen T. Treadway, Clarence J. Cannon, Clifton Woodrum, and John Taber. The economy bloc in both houses is well represented.

The committee does not have the authority to present legislation. Its recommendations, however, will carry weight. Odds are, however, that its recommendations will go very little further than back to the Senate Finance and House Ways and Means Committees.

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VAGUE PROPOSALS TO "DO SOMETHING" about the health of Selective Service rejectees have crystalized in a definite salvaging program which promises to put into military circulation some 200,000 of the 900,000 turned down as physically unfit. [See page 333] Those now barred from service by remediable defects will be given an opportunity to have them corrected at federal expense after which they will again be considered for induction into the army.

At a recent press conference the President briefly outlined the program. The federal government will pay medical costs for treatment by local physicians of approximately 200,000 registrants whom local draft boards certify as susceptible to rehabilitation for army service. The army believes that virtually all of the 200,000 can be brought up to A-1 standard. Some of the remaining rejectees probably can be salvaged to perform limited service.

If the program is made compulsory it promises to present some knotty problems. The constitutional right of free born Americans to feel "po'ly" if they so desire would be involved. So would principles of various medical cults which have their own brand of healing and are almost certain to resent "government interference."

Hereafter there will be a single physical examination for Selective Service registrants, instead of one conducted by the local draft board and one by the army at induction stations as at present.

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JUDGE SAMUEL I. ROSENMAN OF NEW YORK is making a survey of the federal housing agencies with the idea of coordinating their activities and evolving a more effective working system.

Rumor has it that this report will shear Coordinator of Defense Housing Palmer of much of his present power. It is well known that Palmer and FWA Administrator Carmody do not see eye to eye on many matters. Mr. Carmody's resignation is understood to be on the President's desk but not, as his friends wish it to be known, because he is running out on the fight. His health has been uncertain for some time and his physician insists upon a rest.

Incidentally, the Tolan Committee on Defense Migration recently took a slap, not by name, at Coordinator Palmer. The committee recommended a reorganization of his office "based on evidence . . . that there is a striking lack of coordination of federal housing activity . . . that the basic policy of this office in relying largely on private builders to meet the pressing shortages has been gravely in error."

In announcing Judge Rosenman's assignment White House Secretary Early revealed that SPAB grew out of the judge's studies during the past summer.

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THE MERGER OF THE NATIONAL YOUTH Administration and the Civilian Conservation Corps into a single Youth Division under the Federal Security Agency seems to be in the cards. The proposal has been under discussion for some time, and on October 27 President Roosevelt indicated that he may send a message to Congress at an early date, requesting the necessary legislation. At present, the CCC is administered through the War Department while NYA is in the Security Agency. In his letter on the subject to Paul V. McNutt, federal security administrator, the President wrote, "In view of current world conditions, I feel that the War Department should be relieved from all activities which may in any manner interfere with its main objective—preparation for defense."

As Washington sees it, the new program would mean the supplanting of both NYA Administrator Aubrey Williams and Director James McEntee of the CCC. The proposed set-up would have a single director, and Mr. McNutt could hardly name either without creating bad feeling.

The scheme is in no way connected with the recent General Accounting Office blast at Mr. Williams. The latter episode is being shushed in high places and the general feeling seems to be that it was the result of a fight in GAO. Comptroller General Lindsay Warren, a former congressman and a good friend of Mr. Williams, is alleged to have known nothing of it until it appeared in the newspapers. The House Appropriations Committee has promised to investigate and Mr. Williams has demanded that the name of his agency be cleared. But, unless agitated on the House floor, it is understood that nothing further will come of it.

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Selective Service will classify men with mechanical skills before they are discharged from the army. The idea is to build up a reservoir for the undermanned defense industries. "Referral offices" will be established in each camp, men will be interviewed personally, and upon discharge will be given suggestions as to their further contribution to defense. The "referral offices" will be operated by the U. S. Employment Service in cooperation with the War Department and OPM Labor Division.

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The Common Welfare

Post-war Plans

MORE than 160 delegates and alternates from thirty-five countries were in their seats when the conference of the International Labor Organization convened on the campus of Columbia University in New York City on October 27. The opening session underscored the purposes of the meeting—the first ILO conference during the present war—to reinforce the democracies in their struggle against totalitarianism, and to work toward a political and economic reorganization of the world after the war to ensure a just and enduring peace.

The conference follows the tripartite organization of the ILO, with representatives of employers, labor, and government making up each delegation. Frances Perkins, Secretary of Labor and head of the American delegation, was unanimously elected president of the conference, the first woman to preside over such a meeting. In her notable address at the opening session, Miss Perkins outlined a post-war program to mobilize and extend available world resources "to produce a more abundant life for people who have suffered the privations of war, from Chungking to London."

The specific measures to this end which Miss Perkins suggested included control and curtailment of unemployment, continuous planning and study of methods of raising the living standards of all people, extension of public responsibility to the fields of nutrition, housing, and health, reduction of trade barriers, free access of all nations to raw materials, guarantee of the civil liberties of all peoples. The democratic world of the future must be an international world, she said, adding, "we have learned in world tragedy that a world of separate national states living in open or under-cover war with one another is not a free world."

Working through its committees, delegation meetings, and plenary sessions, the conference has set itself to develop a program of immediate activities and of long range plans. Its closing session, on November 6, will be held in the White House on the invitation of President Roosevelt, who will address the delegates.

Manning the Arsenal for Democracy

"IT has been said, and I agree, that the Mediation Board should be fair, fearless, and American. You may be assured that the Mediation Board's decisions in the 'captive' coal cases will be as fair as fearless Americans can make them."

This was the assurance given to the country by William H. Davis, chairman of the National Defense Mediation Board, when he spoke over a nationwide radio hook-up at a luncheon given in his honor by the board and editors of Survey Associates, Inc., at the Commodore Hotel in New York City on October 30. Mr. Davis wrote the leading article in the November *Survey Graphic*, "Manning the Arsenal for Democracy," a special number on industrial relations and defense.

The day's headlines gave dramatic timeliness to the special number, and to Mr. Davis's address. Only an hour before he spoke, came the news from Washington that John L. Lewis had declared a truce in the coal strike, and that the controversy would be handled by the Defense Mediation Board. Commenting on the new development in the coal situation, Mr. Davis told the four hundred luncheon guests that "the issue will be submitted to the full National Defense Mediation Board for arbitration with the understanding that neither side agrees in advance to accept the award. This procedure is in accord with well established and familiar practice. It is, in effect, the same procedure as that now being followed by the President's Fact Finding Commission in the railroad industry, and it is the procedure followed by the Labour Court of Great Britain in all of its cases."

Mr. Davis re-stated the view of the current situation that he developed in his *Survey Graphic* article, declaring that tie-ups in industry today are due to "the lusty immaturity" of industrial relations in this country. "We will win through our troubles in industrial relations," he said, "as we have won through our troubles in the past, by applying to the problems in ever increasing degree the practices and processes of democracy—the principles basic to the American way of life."

The Search for Truth

"PEOPLE cannot disagree about a fact," said William H. Davis at the *Survey* luncheon last month. (See column one.) How facts can be ferreted out and made to count, even in the heat of controversy, is demonstrated in "Twelve Years' Review of the Twentieth Century Fund," by Evans Clark, recently published in connection with the fund's annual report for 1940. During the past twelve years the fund has spent nearly $2,000,000 in trying to get a clear view of controversial problems by exposing them to the cool light of research, and in publicizing its findings through every means within its limited resources. Nothing has been too "hot" to handle: consumer credit, prepayment group medical service, economic sanctions, the Townsend plan, government debt.

For its research activities the fund has worked out a system providing each project with a special committee so that the findings are free from the control of "those who control the purse strings." At present such committees have staffs at work on problems vital to defense and post-defense reconstruction: housing, collective bargaining, the relation of government to the electric light and power industry. "National economic policies have been largely the resultant of the pull and haul of special-interest forces," says Mr. Clark in the report. To substitute impartial fact-finding and analysis for this dangerous cross-pull is the technique of the Twentieth Century Fund, and its notable contribution to meeting urgent issues of the day.

What Soldiers Read

YOUNG Americans in the training camps remain pretty much the young Americans they were before they went into uniform. Failure to remember this fact complicates many well-meant plans for the recreation and

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"improvement" of "the boys." That it is a fact never was better documented than by a recent survey of the reading habits of a cross-section group of men at Camp Dix. The survey, made by Prof. Lyman Bryson of Teachers College, Columbia University, is summarized in a recent issue of *Defense,* the official bulletin of OEM. The most popular form of reading among these young men, representing "all parts of the country and from varying economic and social backgrounds," is comics. More than 60 percent of the men read tabloids in preference to newspapers which devote a smaller proportion of their space to pictures and crime. Except for "picture papers," magazines are not popular. In fiction, "westerns" are the favorites by a wide margin.

A relatively small group reported an interest in more serious reading. Among this group, about 70 percent of the books read are biographies. In this Camp Dix survey, the most popular of the books classed as "serious" are Jan Valtin's "Out of the Night," the "Readers' Digest Reader," and a recent biography of Mussolini.

Housing in the Supreme Court

THE constitutionality of public housing legislation was upheld by the Supreme Court of the United States on October 13 in a decision declaring low rent housing a public use. The opinion was handed down in a case involving the Alley Dwelling Authority for the District of Columbia —the first housing case to reach the highest tribunal. Through it, the Supreme Court confirmed a decision of the District Court of Appeals upholding the Authority's right to exercise the power of eminent domain.

Thus was answered finally and affirmatively the question of whether a governmental agency may condemn private property for the purpose of providing low rent housing, as well as for reclaiming slums. In approving the Authority's action the Court of Appeals had stated that "Congress has plenary legislative power—all the power that a state has within the territory of the state and more—and there can be no doubt that a state legislature may validly provide for low rent housing projects and authorize the condemnation of land for that purpose."

Previous decisions by the lower courts upholding condemnation proceedings of housing authorities have indicated that the courts consider slum clearance a necessary adjunct to the provision of low rent housing if the property seizure is to be viewed as a public use. The absence in the Court of Appeal's decision in this case of any reference or attempt to couple the power to acquire land for low rent housing purposes with that for slum clearance or reclamation marks another milestone in housing history.

Children in the Americas

PLANS now under way for the eighth Pan American Child Congress to be held in Washington next May are an index of the common interest in the future which to an increasing extent pervades welfare activities in the Western Hemisphere. Called upon the unanimous recommendation of the Pan American Union, the congress will be composed of official delegates appointed by Latin American governments and by the United States, including representatives of public and private agencies engaged in work related to the health, education, and welfare of childen.

Invitations to delegates have already been issued through the U. S. State Department. Meanwhile, the chairman of the organizing committee, Katharine F. Lenroot, chief of the U. S. Children's Bureau, reports that preliminary meetings of advisory committees on programs and exhibits have outlined an interesting week's activities.

Participants in the congress will include not only social workers, recreational authorities, educators and sociologists, but scientists who have been identified with recent important work in the fields of health and nutrition. A special feature of the congress will be an art exhibit in Washington of work done by children throughout the New World.

Papers and reports will cover a wide variety of child welfare activities in the various countries, such as maternal and child health, vocational training, guidance, placement and supervision of young workers; financial aids for school children; special methods of supplementing family resources through providing adequate diets for mothers and children, and so on. A special committee on inter-American Cooperation will consider methods of strengthening the work of existing Pan American organizations dealing with child welfare. The program for the general sessions will include: Goals of the Americas for Their Children; The Scientific Basis for Child Health, Education, and Welfare; Preparation of Personnel for Child Health Work, Education, and Welfare; National and Community Planning for Services to Children; Methods of Inter-American Cooperation for the Welfare of the Children of the New World.

Bars to Aliens

MANY proposals to bar aliens from occupations were introduced in 1941 legislative sessions, but only a few were enacted into state law. This information from the Council of State Governments is encouraging evidence that the Alien Registration of last winter actually served as a lightning rod for anti-alien sentiment in a great many communities, as public officials charged with the administration of the Registration Act hoped it might. [See "Aliens in America," *Survey Graphic,* February 1941.] The scattered legislation enacted since the registration bars aliens as operators of collection agencies, or as state and county welfare workers (Oregon); as cosmeticians or dentists (Florida); as dental hygienists or holders of Class A retail liquor licenses (Wisconsin); from giving drivers' license examinations (Ohio).

Every state restricts aliens in at least three occupational fields, according to the council. Thus, 31 states limit the licensing of attorneys to citizens, or to those who have taken out first papers. In 45 states, only citizens may practice as certified public accountants; 22 states bar aliens from the practice of medicine and surgery; 20 states from pharmacy; 19 states from architecture and dentistry; 15 states from engineering, surveying, and teaching. Other occupational fields closed to aliens in some states are: embalming and undertaking, nursing, peddling, piloting a vessel, operating a pool room.

Alien employes in many branches of private industry are being barred from work on defense contracts, though the law makes citizenship a requirement only in aircraft and parts plants. Among the industries largely restricting employment to citizens are fireworks, motorcycles, automobiles, shipbuilding. Employers in several industrial areas also demand that both parents of an employe on defense work be American born.

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The Social Front

Jobs and Workers

EMPHASIZING again the ability of organized labor to contribute more than its time and skill to defense production, R. J. Thomas, president of the United Automobile Workers-CIO, has sent to the Tolan Committee a summary of a survey of machine tools in the Detroit area, made by his union. The memorandum, submitted to the congressional committee which is investigating migration of labor, charges that machine tools in the Detroit area adaptable for defense production are running at only 35 percent of capacity. The union survey revealed, the memorandum states, that of 1,577 machine tools in thirty-four Detroit plants, 337 are idle throughout the week. Mr. Thomas urged that immediate steps be taken to place this idle equipment in use to help meet the problem of unemployment as automobile production is curtailed, and "to produce arms in sufficient quantities to frustrate Nazi designs for world domination." The memorandum calls attention to the fact that the CIO program drawn up last December by Walter Reuther, head of the General Motors Division of UAW, included the conversion of these machine tool facilities to defense work. [See "Labor Puts in Mind and Muscle," by J. Raymond Walsh, *Survey Graphic*, November 1941.]

ILO in New York—Two significant reports will serve as the agenda for the conference of the International Labor Organization which will be meeting in New York as this issue comes from the press (see page 328). One is the report of Edward J. Phelan, acting director of the International Labor Office, on "The ILO and Reconstruction." The report analyzes changes due to the war in economic controls, international finance, wages, hours of work, employment, and a variety of other labor questions, and describes the life of the ILO against the background of these changes. In future reconstruction, Mr. Phelan points out, the ILO is prepared to play an important part because of its equipment of technical knowledge and experience. The second report covers a study of "Wartime Developments in Government-Employer-Workers Collaboration." It is a supplement to an earlier report, prepared for the 1940 conference which could not meet because of world conditions that year. The main purpose of the present report is "to describe the institutions and procedures which have been set up or have developed during the war, for the furtherance of the war effort and national defense, in the field of collaboration between public authorities and employers' and workers' organizations." On the basis of these two documents, the conference will review the work of the ILO, and shape the future policy and program of the organization.

Jobs for Women—A rapid increase in the number of women workers both in defense and in non-defense industry is reported by the Federal Security Agency. In many sections of the country, employers are "experimenting" with women in jobs formerly held by men, frequently to replace men who have been drafted. On the West Coast, aircraft plants are beginning to employ substantial numbers of women in production jobs. One California aircraft maker began in August to take on fifty women a day, without preemployment training, for riveting, spray painting, pasting and gluing, spot welding, arc welding, automatic drill press operation, automatic turret lathe operation, wiring, and other production jobs. This company estimates that eventually about a third of its employes will be women. A San Diego plane maker has announced that 2,500 women will be employed as detail assemblers, with the wives and mothers of present employes having first preference, and other relatives of present employes as second choices. A Maryland company making textile machinery has notified the local employment office that it would hire women who have had five weeks intensive training in light sheet metal work at a vocational school. In Milwaukee, so many taxicab drivers are going into the army or taking production jobs that women drivers are being hired. From New York and Connecticut the Federal Security Agency has received reports of difficulty in getting women recruits for preemployment courses, partly because of the unwillingness of girls and women to prepare for machine shop occupations, and partly because of their unwillingness to take training without pay.

Priorities Unemployment—Curtailment of passenger automobile production in January 1942, by at least 51 percent below last January's output, has been decreed by OPM in a further effort to conserve steel and other vital defense materials. Even this cut, it is pointed out by Leon Henderson, head of the Division of Civilian Supply, does not establish a production quota, but merely "a maximum limit to which the manufacturers can produce—if they are successful in obtaining sufficient materials." It is announced that every effort is being made by OPM to divert automobile production capacity to defense uses. Similarly steps are being taken to meet the major problem of priorities unemployment created by the reduction in automobile output. To this end, representatives of labor and management in about twenty of the larger firms in the St. Louis area met with Sidney Hillman, associate director general of OPM, in late October, to plan for defense reemployment and retraining of some 10,000 St. Louis and Kansas City automobile workers. The General Motors plants are expected to lay off 7,000 to 8,000 workers in the St. Louis area, and 4,000 to 5,000 in Kansas City.

Record and Report—The Industrial Relations Section of Princeton University offers a selected bibliography, "Problems and Policies in Industrial Relations in a War Economy," the third of these useful supplements. Price 25 cents from the university. . . . The third report dealing with young people in St. Louis, Mo., based on the materials of the WPA "Survey of Youth," is available through the St. Louis Youth Commission. This publication covers the wages and hours of employed youth in St. Louis. While the data were collected in the summer of 1938, the commission feels that wages and hours have changed "only in degree, and that their relationship to controlling factors, such as education, sex, age, occupation of the youth, occupation of the youth's father, and similar ones will be fundamentally the same."

Nursing

NATIONWIDE expansion of the home nursing classes of the American Red Cross to teach a half million women in the next year the home care of the sick is announced by Norman Davis, Red Cross chairman. The new program, six times the number trained last year, will require 15,000 registered Red Cross nurse instructors. Olivia Peterson, director, Division of Public Health Nursing, Minnesota Department of Health, has been "loaned" to the Red

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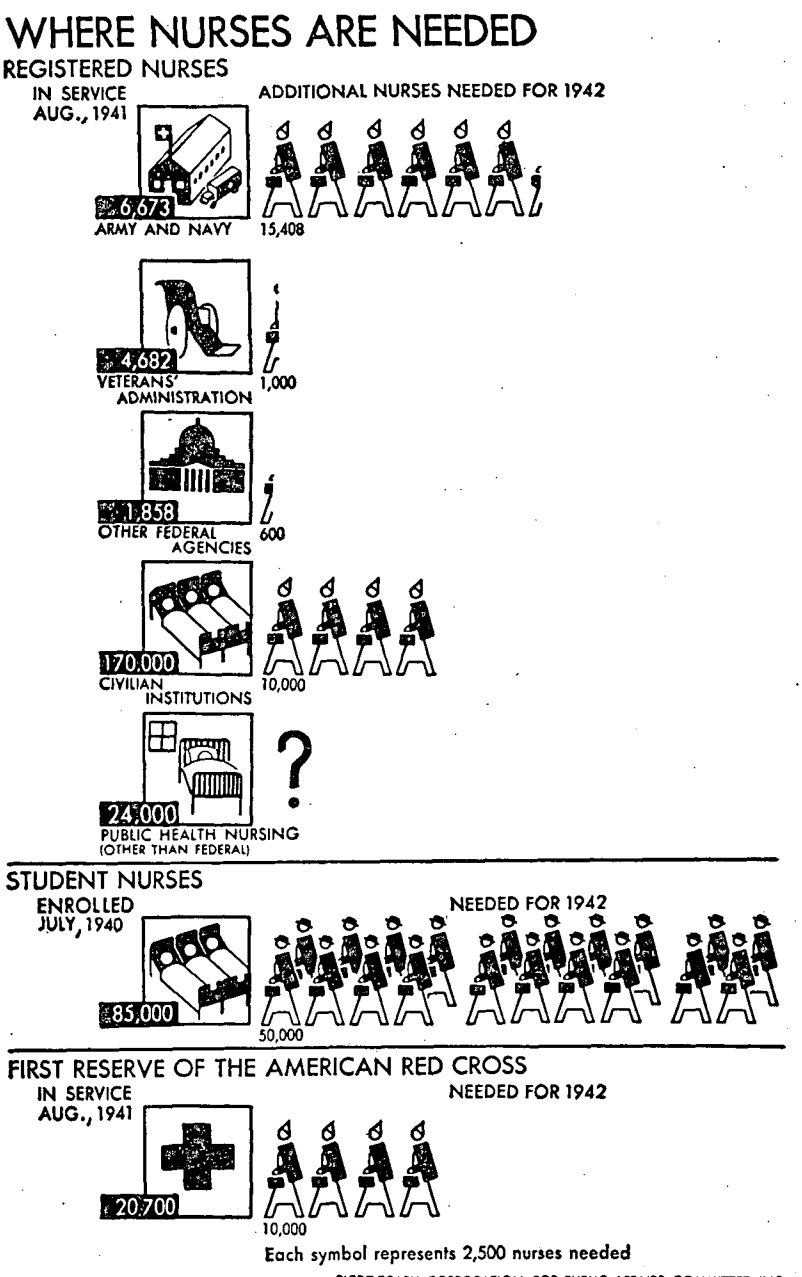
Cross to administer the program. The course takes six weeks, with twenty-four hours of class instruction, 70 percent of which is made up of practice work using only such equipment as is to be found in the average home. Positive health measures are emphasized, as well as such subjects as the care of infants, children, and the aged. The home nursing certificate, presented on completion of the course, under no circumstances qualifies the recipient to nurse outside her home for remuneration; nor does this instruction eliminate the need for professional medical or nursing service. But the women receiving this instruction, the Red Cross states, "will form a vital adjunct to the overtaxed medical, nursing, and hospital facilities, and will be of inestimable value to the nation in the event of epidemics or widespread national defense emergencies."

The Red Cross also has undertaken a program to train 100,000 women to serve as volunteer nurse's aides. The curriculum, worked out by the Office of Civilian Defense, the Red Cross, and the Federal Security Agency, includes a period of intensive classroom instruction followed by a period of supervised practice in a hospital. The duties of these trained volunteers will be to perform the variety of routine tasks which ordinarily fall on the graduate nurse, thus freeing the latter for duties requiring her professional skills.

Volunteers—The increasing need for volunteer workers as assistants to public health nurses, because of the national emergency, has led the National Organization for Public Health Nursing to produce a Handbook on Volunteer Services, giving clear and specific information on every phase of this type of service. The handbook, prepared by Evelyn K. Davis, is particularly for the use of public health nursing organizations which have, or are organizing, a volunteer program, and for the public health nurse using volunteers in her work. Its contents include sections on supervision, volunteer jobs and their requirements, recruiting and placing, training, special training, follow-up of volunteers, substitutes, promotion. Price 50 cents from the NOPHN, 1790 Broadway, New York City.

Nurses Needed—A drive to recruit 50,000 qualified girls as student nurses during the current school year is being carried forward by a number of women's organizations under the leadership of the American Nurses Association. The need for more nurses in the defense emergency was presented to representatives of nursing associations from seventeen states by Major Julia C. Stimson, chairman of the Nursing Council on National Defense, at a conference held in New York City in September. Virginia Dunbar, assistant director of the nursing service of the American Red Cross, pointed out at the same meeting that 8,700 more nurses will be needed for the army in about a year's time, to meet the quota of 13,700 that has been set. This number represents one nurse to every 270 men in the army. . . . Dr. Willard C. Rappleye, commissioner of the Department of Hospitals in New York City, announces an increased enrollment in the number of nurse students in the seven schools of nursing owned and operated by the city of New York. The total of new students admitted for



Many factors contribute to the growing demand for professional nursing service and the need for more nurses, chief among them, the expansion of the armed forces and of defense industry, the national public health and nutrition programs, the rising standards of medical care, the larger percentage of illnesses hospitalized because of reemployment and hospital insurance. These, and many other aspects of the nursing profession, are discussed in a new Public Affairs Pamphlet, "Better Nursing for America," by Beulah Amidon, based on materials prepared by the American Nurses Association, the National League of Nursing Education, and the National Organization for Public Health Nursing. Price 10 cents from the Public Affairs Committee, 30 Rockefeller Plaza, New York City.

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the current term is 373, as compared with 254 in 1940. The total enrollment of the seven schools at present is 1,359.

NYA—The National Youth Administration will cooperate with schools of nursing in giving financial assistance to student nurses, it is announced from NYA headquarters in Washington. The decision is based on the success of an experiment in Kentucky where, since February, NYA has carried out such a program in St. Joseph's Hospital and Good Samaritan Hospital in Lexington. In September, the City Hospital and SS. Mary and Elizabeth Hospital in Louisville began similar programs, which pay approximately $16 a month to each NYA student, in exchange for about fifty hours of service, preferably at "sit-down" jobs.

School Funds—Approximately two hundred of the five hundred schools of nursing that were eligible have applied to the U. S. Public Health Service for aid in expanding their schools to give basic training to more student nurses. Preliminary applications indicate that four hundred additional instructors, supervisors, and head nurses will be needed to carry out these plans. This federal aid to schools of nursing is made possible under the Labor-Federal Security Appropriation Act, signed by President Roosevelt on July 1, which provides $1,250,000 for nursing education, to increase the number of students in basic nursing education courses, to provide postgraduate instruction in special fields, and to prepare inactive graduate nurses for active service. Those administering the program have received some protests against the regulation limiting federal aid for basic courses to schools connected with hospitals having a daily average of at least 100 patients. The Public Health Service recognizes that the rule works a hardship in certain areas where hospitals are small and the shortages of nurses acute, but it is felt that, with funds small in relation to the need, it will be more economical to limit grants to the larger institutions. . . . Speaking before the annual convention of the New York State League of Nursing Education, held in Brooklyn, October 21-4, Dr. Bancroft Beatley, president of Simmons College, urged the need for financial support of schools of nursing comparable to that now enjoyed by schools of medicine. "As long as hospitals must depend in large degree on nurses to get the work of the hospital done," he declared, "nursing education will be handicapped in producing a truly professional product." He urged the importance of relieving student nurses from all duties in the hospital which lack definite educational value.

The Public's Health

MORE than 3,000 persons met at Atlantic City last month for the annual meeting of the American Public Health Association. During their five-day stay they were apprised of the findings of recent research projects, many concerning experiments with various types of vaccines—influenza, rabies, and probably the most spectacular of all, a "double-barrelled" variety which simultaneously creates immunity against diphtheria and whooping cough. The health workers also listened to explanations of federal plans for medical care in an emergency and for the care of mothers and children in defense "boom" areas. Dr. George Baehr, chief medical officer for the Office of Civilian Defense, pleaded for cooperation with the OCD's emergency medical plan in the interests of "uniformity of organization and equipment." A guest at the conference was Sir Wilson Jameson, chief medical officer of the British Ministry of Health, who told of the new coordination of county, city, and voluntary hospitals in England and of the progress in diphtheria immunization, spurred on by war conditions. Before they disbanded the health workers publicly denounced political domination of health activities, resolving that "health personnel should be based solely upon professional qualifications." In other resolutions they urged the U. S. Director of the Census to conduct an annual sample census as a guide to vital statistics and public health progress; called upon federal, state, and local authorities to take "such extraordinary measures as may be necessary" for protection against the introduction and spread of communicable diseases which might result from the overcrowded transportation facilities bringing persons to this country from abroad. The new president, who took office at Atlantic City, is Dr. John L. Rice of New York. President-elect is Dr. Allen W. Freeman of Baltimore.

The Fight Goes On—The recent epidemic of infantile paralysis has brought about the allotment of an additional $100,000 for the care and treatment of children afflicted with the results of the disease. The money, which comes from the U. S. Children's Bureau, will be distributed among the states hardest hit by the epidemic—Alabama, Florida, Kentucky, Maryland, Mississippi, Pennsylvania, Tennessee. Of the 5,800 cases reported in the country since January 1 of this year, 75 percent were in thirteen states. . . . A laboratory for the study of infantile paralysis and other virus diseases is about to be set up at the University of Michigan under a grant of $30,000 from the National Foundation for Infantile Paralysis. . . . A new theory that flies are involved in the spread of infantile paralysis was advanced in last month's meeting of the American Public Health Association (see column 1). The theory, so far based largely on circumstantial evidence, points the finger of blame particularly at the green-bottle fly. At the same conference the National Foundation for Infantile Paralysis demonstrated a scientific method which is expected to speed research in the disease a hundredfold since it is based on the use of white mice instead of Indian rhesus monkeys, formerly the only animals to which the disease could be transmitted. Exactly 100 mice can be obtained for the price of one monkey.

All to the Good—The use of the Los Angeles County Hospital for teaching purposes by two medical schools recently has been studied by a special committee, made up of physicians and laymen, of the Council of Social Agencies. The committee's report effectively answers periodic criticisms that teaching puts the patient's welfare second to the needs of student training and that it adds "taxpayer expense." The committee found that the association with the schools actually effects a considerable saving in expenditures, that it has improved the caliber and value of the medical care provided to patients, and that it has contributed to a rise in the general quality of medical care in the community. The committee urges that the association be continued and encouraged, "particularly in the present era of national emergency and in the continuing interest of total health defense."

School Services—"School Health Services," by W. Frank Walker and Carolina R. Randolph, a recent publication of the Commonwealth Fund, reports on a detailed survey of the school health records of 58,000 Tennessee children over a period of six years. The study was undertaken with the view to finding evidence of the value of various procedures followed in school health programs. Tennessee, with programs "typical" of those of several other states, was chosen as the setting, the basis of the study being the school health records of six counties in various parts of the state. Most important findings were: evidence that frequent school medical examinations are unproductive; that service to younger children is of relatively greater importance than service to the older group; that the presence of a parent at

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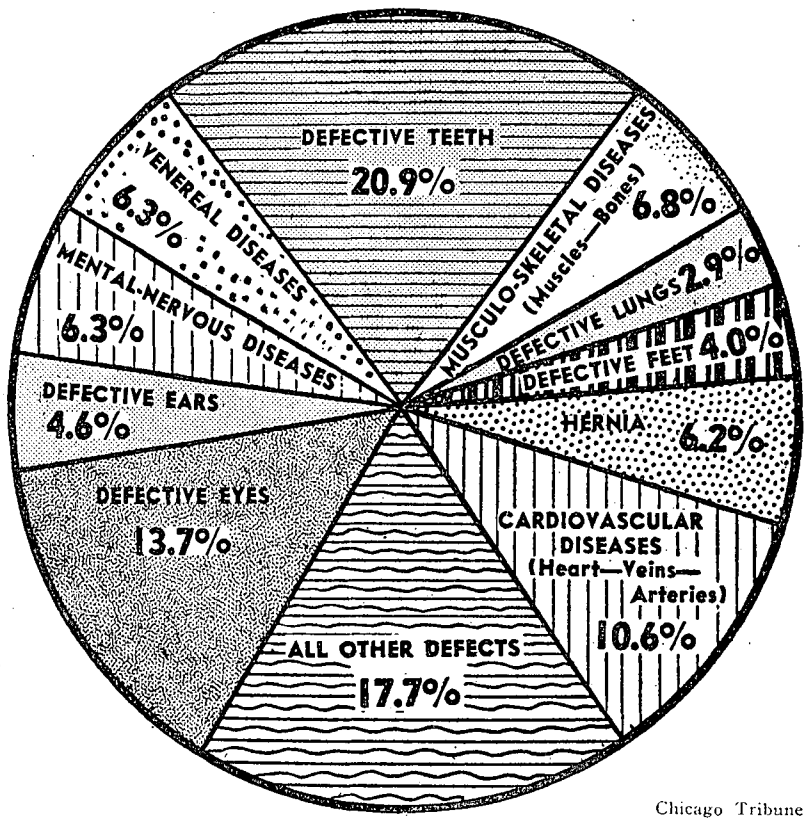
the medical examination has a relation to the later improvement of physical defects. Price $1.50, in cloth, from the Commonwealth Fund, 41 East 57 Street, New York.

About V.D.—A new Directory of Venereal Disease Clinics has been issued by the U. S. Public Health Service for the use of health officers, physicians, nurses, and social workers in making treatment referrals. The listing includes information as to whether treatment is provided free or at a nominal charge. Price 15 cents from the superintendent of documents, Washington, D. C. . . . One out of every twenty-two men examined for Selective Service either reacted positively to serological examinations or showed clinical manifestations of syphilis, according to U. S. Public Health Service figures. The case rate for whites was 18.5 per thousand; for Negroes, 241.2 per thousand. . . . The rate of reported syphilis cases in the army was 37 per thousand in the period from November 1940 to September 1941. Though this is much lower than the annual 100 per thousand reported in the last war it is somewhat higher than the rate in the regular army in recent years. . . . Recent syphilis tests of 412 jail inmates of Sacramento, Calif., showed 15 percent with positive reactions. Only 20 percent of those who reacted positively admitted previous knowledge of infection. . . . Seven state legislatures have this year passed laws requiring pre-natal blood tests of expectant mothers, thus bringing to twenty-six the number of states which extend this legal protection to the unborn. The new laws were passed in Connecticut, Missouri, Nevada, Oregon, Utah, Vermont, Wyoming. . . . The Work Projects Administration recently instituted a nationwide project of venereal disease control designed to bring military rejectees under treatment, trace sources of infection, place treatment facilities for gonorrhea on a par with those for syphilis, establish emergency control programs in defense boom towns.

New Study—Last month the National Health Council, clearing house for national voluntary organizations dealing with health promotion, announced the beginning of a comprehensive study of the activities of all private health agencies in the United States, under a special grant of $75,000 from the Rockefeller Foundation. It is expected that it will take about three years to complete the study which is being undertaken in an effort to answer several broad questions, such as: What are the various types of state and local voluntary health agencies? What fields do they cover? What methods of cooperation with official health agencies have they established? What do they cost to operate? What types of health work lead to the greatest active participation on the part of citizens?



Of the 1,000,000 men rejected for military service under the Selective Service System, 900,000 were turned down because of various physical defects, illustrated proportionately in the above diagram. Last month the President announced a program for "salvaging" the 200,000 rejectees who have been certified by local draft boards as susceptible to physical rehabilitation. **(See page 327).**

Reported—The International Health Division of the Rockefeller Foundation last year spent a total of $2,096,740, according to its recently issued annual report. The greatest proportion of this sum—$718,741—went for field service. The next largest proportion—$639,080—went for the control and investigation of specific diseases, malaria being the disease to come in for most financial attention, with $227,468 going toward its eradication; yellow fever the next in the limelight at an expense of $156,384. The third most costly activity of the division during 1940 was the research conducted in laboratories at the Rockefeller Institute. From the foundation, 49 West 49 Street, New York. . . . Highlights in New York City's state of health have been a 50 percent reduction in the pneumonia mortality rate since 1937, a 25 percent reduction in the tuberculosis deathrate since 1933, and a sharp decline in the number of reported syphilis cases, according to the 1940 annual report of the city Department of Health, just off the press. The report describes the many and varied activities of the department, among the newly developed being cooperation with the army in providing chest X-rays for inductees. From the department, 125 Worth Street, New York.

Not Shelved—No shelf filler was the study of the public health facilities of Richmond, Va., undertaken last year by the U. S. Public Health Service in cooperation with the Richmond Community Council, and already the stimulus of definite community action. First result growing out of the recommendations was the appointment of a health board and a full time health officer by the mayor. Another, important in relation to national defense in view of the many army camps in the area, was the securing of a full time venereal disease control officer for the city. The study was divided into four parts, a special committee having been assigned to analyze each of the

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divisions — venereal disease control, tuberculosis control, mental hygiene, the city health bureau and nursing service. In addition to the employment of a full time control officer the recommendations in regard to venereal disease were: the establishment of postgraduate clinics in syphilis; a more complete record system; more space for the clinic at the Medical College; a better follow-up system at the clinic; a revision of the clinic's bookkeeping system; the evolving of a plan to return patients able to pay at least $1 a treatment to private physicians; the employment of a medical social worker in the clinic's admission department.

Working— A year of cooperation between local physicians and the local welfare board in providing medical care to the indigent in Nemaha County, Kan., has molded a system apparently satisfactory to the physician, the board, and the clients, according to C. J. Morgan, director of the County Board of Social Welfare. Under the plan now in effect, participating physicians agree to furnish all necessary and usual medical care "within their scope and ability" as well as hospitalization, bandages and dressings, drugs and medicine. The clients have a free choice of physicians and hospitals as well as free choice of participation. If they desire to be included in the plan they pay $2.50 a month, which is added to their assistance grants, to their family physician who deposits the money for prorated distribution each month. The money is divided among the physicians on the basis of a fee schedule including, among other items, $1 for an office call, $2 for a home call, $15 for obstetrical service, $1 to $15 for minor surgery. Pro-ration takes place after hospital bills, drug bills, administrative and mileage costs are paid. The physicians have made arrangements with hospitals and druggists for special low prices. In only a few cases have clients defaulted on payments. In general they express liking of the plan because it eliminates the red tape of "authorization" for medical care, leaving the determination of, for whom, and when, medical care is needed up to themselves. WPA persons agreeing to pay the monthly premium out of their earnings are eligible for inclusion in the service.

Schools and Education

IN a message to New York City's 38,000 school teachers, James Marshall, president of the board of education, submitted a four-point "credo of democracy." Calling for the teaching of democratic principles, which he held are founded on "faith in man and acceptance of the Golden Rule," Mr. Marshall stated that democracy means in essence, four things:

"Respect for the integrity of the individual;

"Respect for the variations among individuals;

"Equality of treatment of every person by those with authority;

"Equality of opportunity to develop individual capacities and realize individual interests."

Courses in Prison— More than 100 correspondence courses, developed in the past eight years at the Stateville Branch of the Illinois State Penitentiary, have been thrown open to qualified inmates of penal institutions anywhere in the United States. The Stateville Correspondence School and Junior College has arrangements with the superintendent of schools in Chicago and with the state highschool visitor under which students receive highschool credit for work completed at Stateville. The junior college courses also are accredited. Work on both the highschool and the college level is given in accounting, English, eight modern languages, Latin, history, and mathematics. No courses in science are attempted. The only cost to the student is for textbooks and postage. In several instances, the institution in which the student is incarcerated has met these charges. Further information from the school, Box 1112, Joliet, Ill.

NYA and CCC—Liquidation of CCC and NYA as separate agencies as soon as their present defense assignments are completed was recommended in a recent statement by the Educational Policies Commission, policy-making body of the National Education Association and the American Association of School Administrators. The commission holds that these two agencies which originally were established as temporary relief programs for needy unemployed youth, and for needy young people in school and college, have taken on educational functions. As a result, the report states, the federal government is now conducting and controlling nationwide programs of vocational training and other types of education, instead of working through established state and local educational agencies. From many quarters has come criticism of the report. Some of these critics point out that, without NYA in-school employment programs, many promising students would be compelled to give up college or postgraduate training, and that college and university opportunity would be restricted to young people from economically privileged groups. The whole controversy, which raises thorny issues in education, relief, and public policy, will be the subject of an article in an early issue of *Survey Midmonthly*.

Social Work in School—The need for a coordinated program of social services for the million public school pupils in New York City is declared urgent in a report issued October 19 by the local chapter of the American Association of Social Workers, 289 Fourth Avenue, New York. Pointing out that in the entire school system, which has some 38,000 teachers, there are only fifty social workers, the report states: "That educators are aware of the need for professionally trained social workers is indicated by the recommendations of the White House Conference on Children in a Democracy, which approved the need of one trained visiting teacher or social worker to each 1,500 public school children. In New York each worker is responsible for 20,000 children." The report suggests that the social workers now in the school system make a study of the situation, looking toward the unification of all the work under a central administration, with each division directed by a specialist in that field. The report holds that high standards should be set, untrained workers eliminated, and the number of social workers in the school system gradually increased, until adequate coverage is achieved.

Political Interference—The Southern University Conference voted unanimously on October 13 to drop the University of Georgia from its ranks. The conference approved a report of its executive committee charging that Walter D. Cocking, dean of the College of Education, was "dismissed from his position without due and reasonable notice and upon charges which are not substantiated." The removal, the conference held, constituted a "clear case of political interference" in the administration of the university. [See "It Has Happened Here," by Ralph McGill, *Survey Graphic*, September 1941.]

The Junto—Benjamin Franklin's famous Junto, a discussion club he founded in 1727, was revived last month as a mammoth adult education enterprise, offering Philadelphians a choice of thirty-eight evening courses at a nominal charge of two to four dollars for a term of ten weeks. There are no academic requirements, no age limits, and no examinations. The only entrance requirement is "a desire to widen one's knowledge for the fun of it." The reincarnated Junto, a non-profit enterprise, has the cooperation of the local Adult Education

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Council, and the Museum Council of Philadelphia. Started off with a mass meeting on October 7, at the end of the first week the new enterprise had an enrollment of four thousand. The most popular courses were dancing, psychology, public speaking, philosophy. Included in Junto's first offerings are courses in modern art, cartooning, linoleum block printing, drawing, bird study, elementary piloting and small boat seamanship, American history, gardening, current events, "personality growth." Further information from W. Stephen Thomas, secretary, Mercantile Library, 16 South 10 St., Philadelphia.

Among the States

THE constitutionality of the state of Washington's $40-a-month old age assistance law was confirmed last month by the Superior Court. Though the law provides for deductions of income from individual grants, the court held that certain deductions being made by the State Department of Social Security are illegal and arbitrary, among them the "combined-living" deduction of $6 from grants of married couples and the $14 deduction because of home ownership. The latter was declared an arbitrary figure bearing no relationship to the value of the property or encumbrances. The court upheld a restriction against making a grant to one of a couple if the other has resources which are in excess of $200.

Money—Among the most important legislative actions of the last session of the Missouri general assembly, in the view of social workers, was the measure appropriating $3,250,000 for the administration of general relief, old age assistance, aid to dependent children, and child welfare services. The $750,000 with which this sum topped the last biennial appropriation was greeted with a great sense of relief as there had been some fear that these programs would bog down because of lack of adequate administrative funds. Another appropriation will bring $4,500,000 to dependent children during the next two years — $1,250,000 more than in the last biennium. However, this seeming lift to the ADC program actually represents a decrease in individual grants as the program was not in full force when the previous appropriation was made. The legislature also appropriated $6,000,000 in general relief, a drop of $2,000,000 from the previous biennium. The Missouri Association of Social Welfare has pointed out that though this sum is "altogether inadequate" the significance of the decrease is to some extent offset by the great increase in employment in the state and the increase in available federal and state ADC funds.

Trouble—The state of Rhode Island last month was the victim for the third time since early summer of the Social Security Board's power to withhold funds. The board's first refusal to release a federal grant to the state occurred in July when $300,000 in public assistance money for July, August, and September was held up. This amount was finally released at the end of September, but when a new grant of the same amount for the last quarter of the year fell due on October 1 it was not forthcoming. In the meantime, a $200,000 grant for the administration of unemployment compensation was also withheld. The board's actions were taken in its efforts to resolve a merit system dispute in which it sought to validate clerk-stenographer examinations held last December and since ruled out by the state. Because "no money" can sometimes talk more persuasively than "money," the state authorities last month announced their decision to comply with the board's demands. However, the governor issued a statement announcing that the examinations under question had been voided because they were "unfair" and were still regarded in this light by himself and the State Welfare Commission.

Approved—The recent approval granted by the Federal Security Agency to Texas's new plans for aid to dependent children and aid to the blind has brought to forty the number of states having federal blessings for all three of the categorical aids provided for under the Social Security Act. The Territory of Hawaii and the District of Columbia also are operating approved plans for all three types of assistances.

Approximately 3,000 blind persons and 20,000 dependent children are expected to be on the Texas rolls by the close of the year. Estimates are that the average monthly grants for dependent children will be $8, for the needy blind $20.

Child Welfare—The state of Georgia has on its statute books a new adoption law passed by the 1941 legislature. Among its improvements over the old law are provisions making the residence of the petitioner the primary place for filing adoption proceedings rather than the domicile of the child; making it unnecessary for the real parent to join as a petitioner where a step-parent desires to adopt a child; requiring a seventy-five day lapse of time, instead of thirty days, between the filing of the petition and the first hearing; placing the duty upon the State Department of Public Welfare to make a complete investigation for the court either through its own agents or through a designated agency; closing adoption records to inspection except upon order of the court; prohibiting the advertising of adoption service or child placing by any person or group not a licensed child-placing agency. . . . The last Missouri legislative session also had an eye to child welfare. One of the new laws protects the confidential nature of adoption records. Another discontinues the care of dependent and neglected children at the State Children's Home at Carrollton which henceforth is to be used exclusively for the care of feeble-minded children. A third law provides procedures for the commitment of dependent and neglected children to the Social Security Commission which shall provide for their care in free boarding homes. . . . Arizona has a new law which makes licensing mandatory for all foster homes, child-placing agencies, children's institutions, and maternity

Whitney's Studios

WILLIAM T. KIRK

A recent merger of social agencies in Kansas City has deprived the Protestant Family Welfare, Inc. of Albany, N. Y., of the services of a general secretary, William T. Kirk. Last summer Mr. Kirk left for "the heart of the nation" to take over the job of executive secretary of the newly organized Provident Family and Children's Service, the telescoped name of the newly wedded Kansas City Provident Association and the Children's Service Association. The latter agency was created less than two years ago by the welding together of several scattered and duplicating community services. To his new job as head of all this super-unity Mr. Kirk brings ability sharpened by his Albany service, several years' experience with the New York City WPA (first as social worker and latterly as chief of the physical section), case work service at the old New York Charity Organization Society, and training at the New York School of Social Work.

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RUSSELL W. BALLARD

From school principal to county welfare officer, to managing director of a "problem" institution, all in the space of six years, is the lively record of Russell W. Ballard, appointed last month by Governor Green of Illinois to head the State Training School for Boys, not too happily known as "St. Charles."

Mr. Ballard had been for eleven years principal of a grade school in East Chicago, Ind., when the authorities of Lake County borrowed him for a year to organize the new county welfare department. So notable was his success both as organizer and administrator that the school board reluctantly yielded him for keeps.

And now again he has been borrowed for a year, this time by Governor Green, on the recommendation of a citizens' committee headed by Prof. Harrison Dobbs of the University of Chicago, which has been studying the vexed problem of the industrial school. Of his appointment, the *Gary Post Tribune* said: "We are confident that if the problem is at all susceptible of solution, the man who can solve it is Russell W. Ballard. We are equally certain he'll not need a club or a cat o' nine tails to do it."

homes. All such agencies are also required to make reports to the State Welfare Board containing detailed information on their activities.

Community Affairs

PUBLIC funds accounted for 90 percent of the expenditures for health and welfare activities in 1940 in the cities which report to the U. S. Children's Bureau, according to the bureau's recent report, "The Community Welfare Picture in 34 Urban Areas, 1940." Of the 10 percent which stemmed from private sources, two thirds were accounted for by contributions. The great bulk of the expenditures, 76 percent, went toward relief and family welfare. Slightly under 12 percent went to hospital in-patient services. Other health services, child welfare, leisure time activities, each accounted for less than 5 percent of the money spent. Only 0.6 percent of the total went for the planning and fund-raising carried on by private agencies.

New Program—A recent conference of the Central Good Neighbor Committee held at Hyde Park, N. Y., under the leadership of Mrs. Franklin D. Roosevelt, has resulted in a revised and broadened program for the committee. This program, with the motive of promoting "common activities which in themselves would create the habits and practices of a more urbane, cooperative, productive way of living," is to have two divisions: emergency projects and permanent or continuing projects. The emergency projects include: organization of neighborhood meetings for interpreting the national defense effort and related activities, with emphasis on what these activities mean to and require of the community; organization of hospitality programs for service men, for refugee families, and for other groups new in a community; efforts to bring about an understanding of the refugee problem. The continuing projects include: cooperation in promoting the nationwide nutrition and health programs and the "furtherance of all sound programs directed toward the well-being of children; conduct of community or neighborhood surveys to ascertain and publicize social needs; organization of local forums designed to relate the "four freedoms" to everyday life of the community; participation in Americanization activities with the view of investing them with "tact, dignity, and meaning"; practical efforts to preserve civil liberties by preventing injustices to aliens and attempting to minimize racial and religious antagonisms. In carrying out the program the central committee will work "in and through" already established national organizations which will provide the extension work to the communities through their constituent branches. It also will deal directly with communities in which good neighbor committees are already set up. In addition it will establish at least three demonstration committees—one in a large city, one in a smaller city, and one in a rural area.

How to Plan—Precepts for formulating and evaluating a community planning program have been set down by Walter L. Stone in a mimeographed booklet "Community Welfare Planning—A Record of Experience in Cooperative Social Welfare Analysis, Synthesis and Action." The contents are both theoretical and factual, several pages being devoted to a consideration of "the how and why of social planning," others to charts, statistics, and explanatory text recording the experiences of Nashville, Tenn., in the various phases of community organization. Price $1 from the Council of Community Agencies, 303 Chamber of Commerce Building, Nashville, Tenn.

Great Expectations—A recent issue of the *Welfare News*, bulletin of the Welfare Federation of Newark, N. J., lists "Nine Duties for Board Members," but neglects to state whether they were worked out by a board or a staff member. The duties are: to know why the organization exists and annually to review why it should; to govern a board or a committee through joint thinking, not by a majority vote; to give money, or help get it, or both; to face budgets with courage, endowments with doubt, deficits without dismay and to recover quickly from a surplus; to deal with the professional staff as partners; to keep far enough ahead of the community to be progressive and close enough to it to be practical; to interpret social work to the public in words of two syllables; to be proud of a tradition, but eager to improve it; always to combine a New England sense of obligation with an Irish sense of humor.

Professional

PERSONS considering a social work career will find a practical explanation of the profession in "Social Work," by R. Clyde White, No. 19 in the Vocational and Professional Monographs published by the Bellman Publishing Company, 6 Park Street, Boston, Mass., price 50 cents. Packed into this small

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pamphlet is information identifying the various fields of social work, the personal qualifications demanded, subjects covered in professional study, available schools and the tuition they charge, types of services in which social workers are employed, salary ranges. The whole is an untrimmed exposition of what social work is, what it requires, what it offers in the way of opportunity. For the career seekers not discouraged by the statement, "No one of good ability would enter this field with the expectation of making money," the author includes an up-to-date bibliography on social work as a profession.

In Print—"Determining Work Loads for Professional Staff in a Public Welfare Agency," by Herbert A. Simon, William R. Divine, E. Myles Cooper, and Milton Chernin is one unit of a series of administrative measurement studies being conducted by the University of California's Bureau of Public Administration. Based on analyses made in two districts of the now defunct California State Relief Administration, the study represents an attempt to determine the size of case loads that can be most effectively handled by intake workers and visitors. Its recommendations already have been used as the basis for a new formula for determining personnel costs worked out by the American Public Welfare Administration. [See *Survey Midmonthly,* October 1941, page 302.] Price $1 from the bureau, Berkeley, Calif.... "Social Action and Professional Integrity," by Louis Towley, a provocative paper concerned with the social worker's responsibility in engaging in social action and presented at the 1941 National Conference of Social Work, has been reprinted in pamphlet form by the American Public Welfare Association, 1313 East 60 Street, Chicago, price 15 cents.

SCMWA—By unanimous vote at their recent delegate conference held in Lansing, Mich., the State, County, and Municipal Workers of America, CIO union of civil service employes, emasculated the "no-strike" clause in its constitution. Though the clause remains in its original wording—"it shall not be a policy of this organization to engage in strikes as a means of achieving its objective"—its effectiveness is largely abrogated by the insertion of a section authorizing the union's national executive board to establish rules and regulations governing strike procedures for local unions. Spokesmen for the union have maintained that such machinery will be resorted to only when the union has exhausted all other means of attaining its collective bargaining objectives. The union regards as "a false thesis" the contention of the National Institute of Municipal Law Officers and the National Civil Service Reform League that public officials cannot lawfully sign agreements or grant exclusive bargaining rights to any one of a group of employes. [See *Survey Midmonthly,* October 1941, page 299.] . . . Last month demands of the union for exclusive bargaining rights in New York City's Department of Welfare were rejected by Commissioner William Hodson along with requests for a five-day week and for abandonment of the "Herlands investigation," current inquiry into "subversive activities" within the department. The commissioner promised to "take under consideration" requests for the extension of the period of time granted for maternity leave, for modifying the department's policy on overtime, and for minor changes in leave and vacation policies. . . . A series of educational lectures sponsored by the New York City supervisor's chapter of the SCMWA began last month with a symposium of "Professional Workers in Trade Unions." Among the speakers were Dorothy Kahn, staff member of the American Association of Social Workers, and Bertha Reynolds, well-known for her many contributions to the case work field.

Ousted—Charged with membership in a subversive organization, political activity, or intimidation of other employes, thirty-six employes of the Philadelphia County Board of Assistance last month received notice of their dismissal. The discharges were the outcome of an investigation begun two years ago to inquire into the rumors that many of the board's employes were communists using their jobs to spread party doctrine.

Advanced Study—The Social Science Research Council is now accepting applications for the academic year 1942-43 for the fellowships and grants-in-aid it offers for research in the social sciences including economics, economic and political history, political science, social psychology, sociology, cultural anthropology, statistics, and social aspects of related disciplines. For details address Laura Barrett, secretary for fellowships, at the council's office, 230 Park Avenue, New York.

People and Things

SO much of the American tradition are the seals sold each year by the National Tuberculosis Association that Christmas envelopes on which they do not appear somehow seem unfinished. The design chosen for this year's seal departs from a succession of conventional Christmas subjects to feature a lighthouse, symbolizing the beacon of anti-tuberculosis education guiding the public away from a danger which still causes the death of more persons between the ages of fifteen and forty-five than any other disease.

Protect Your Home from Tuberculosis

New Dates—The dates for the eighth Pan-American Child Congress, previously announced as March 28 to April 4, 1942, have been changed to May 2-9 to coincide with Child Health Week. (See page 329.)

Public Service—Walter D. Cocking, whose recent ouster from the University of Georgia as dean of the college of education has caused widespread protest (see "Lynching at the Capital," *Survey Midmonthly,* August 1941 and "It Has Happened Here," by Ralph McGill, *Survey Graphic,* Sept. 1941), is now serving as consultant in program planning in the Federal Security Agency. . . . Frank Bane, executive director of the Council of State Governments, is spending most of his time, "for a temporary period," in Washington, where he is helping the Office of Production Management to set up its new Contract Distribution Division. . . . The U. S. Children's Bureau has designated Dr. Martha M. Eliot, associate chief, as liaison officer to assist the Office of Civilian Defense in the preparation of the child welfare aspects of the civilian defense program. . . . Marshall Stalley has left the Federation of Social Agencies of Pittsburgh and Allegheny County where he was secretary of the division of community councils, to become assistant to the director of recreation in the Office of Defense Health and Welfare Services, OEM, in Washington. . . . Defense has also deprived the federation of its research associate, Katharine A. Biehl, and its research assistant, Jane A. Ailey. Miss Biehl is now associate regional technical analyst for the Office of Defense Health and Welfare Services, with offices in Cleveland. Mrs. Ailey left Pittsburgh in order to join her husband at Camp Croft, S. C. . . . May Thompson Evans, former director of the North Carolina Employment Service and state director for North Carolina of the National Reemployment Service, has gone to Washington to become chief of the consumer relations section, Consumer Division, Office of Price Administration.

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. . . Leland W. Hiatt is the new commissioner of the Florida State Welfare Board, succeeding C. C. Codrington. Mr. Hiatt is a former newspaperman who for ten years was supervisor of the state industrial school.

At School—The first Grace Abbott Fellowship at the School of Social Service Administration, University of Chicago, established by the Delta Gamma sorority is held this year by Anna Sundvall of Salt Lake City who for the past four years has been chief of the child welfare services of Utah. The fellowship carries a stipend of $1,000 for a year of professional study.

Anniversary—Last month a nationwide series of dinners commemorated the founding of the first birth control clinic in this country and celebrated the twenty-fifth anniversary of the Birth Control Federation of America. A participant at the New York dinner was Margaret Sanger, founder of the movement.

At the Settlements—October seems to be the month of staff shifts in the settlement field. Among the new headworkers to begin their duties last month were: Emeric Kurtagh at Kingsley House, New Orleans; Catherine Newhardt at the Lutheran Settlement, Philadelphia; Sophia Lauterbach at the Jewish Neighborhood House and Day Nursery, Newark, N. J.; William Y. Bennett, Jr., at the Georgetown Settlement, Wilkes Barre, Pa.; Georgene Bowen at Grosvenor House, New York.

Other settlement workers in new settings are: John Eliot Kennedy at St. Martha's House, Philadelphia; Carrol Colby at Collinwood Center, Cleveland; Miriam Clark and Leni Cahn at the Central Square Center, East Boston, Mass.; Charles C. Gentile at the Margaret Barry Settlement, Minneapolis; Gail Hansis at Southwark House, Philadelphia; Alice Ferguson and Warren Sawyer at Christodora House, New York.

Changes—Frederick P. Keppel will retire this month from the presidency of the Carnegie Corporation, a position he has held since 1922. Succeeding him is Walter A. Jessup, since 1934 president of the Carnegie Foundation for the Advancement of Teaching. Dr. Jessup will retain his position with the foundation, thus serving in a dual capacity as head of two separate Carnegie philanthropies. . . . After a year as temporary director of Boys Clubs of America, Inc., David W. Armstrong has burned his old bridges and accepted the post permanently. His resignation as managing director of the Worcester, Mass., Boys Club and as executive secretary of the Worcester Community Chest becomes effective on December 1. The Worcester *Evening Gazette* made the resignation front-page news with a two column review of Mr. Armstrong's community service since 1907 when, at the age of twenty-one, he was made superintendent of the Boys Club. . . . Marie Duffin, long identified with the division of children of the Catholic Charities of the Archdiocese of New York, has joined the staff of the Federal Security Agency in Washington. . . . In a new and challenging job in San Antonio, Tex., is Helen A. Montegriffo, appointed by Archbishop Lucey as executive secretary of a new board to advise on the coordination of social work in the Archdiocese. Miss Montegriffo has had wide experience in public and private agencies in Chicago, California, and elsewhere. . . . Dora Tannenbaum, former field secretary of the National Council of Jewish Women, is now executive director of the Girls Club Association of Brooklyn. . . . Janet M. Geister is the new editor of *Trained Nurse and Hospital Review*, succeeding Meta R. Pennock, retired. Miss Geister has been associated with the magazine for the past two years. . . . Antoinette Cannon is on leave of absence from the New York School of Social Work to assist in organizing a school of social work at the University of Puerto Rico. . . . The Brooklyn Federation of Jewish Charities has as its new executive director, Irwin Rosen, formerly director of the Transmigration Bureau of the American Joint Distribution Committee. . . . Elena Gage has left New York where she was executive secretary of the Bronx Council of Social Agencies to go to Pittsburgh to become executive secretary of the new Civilian Defense Volunteer Office being established under the joint auspices of the Federation of Social Agencies of Pittsburgh and Allegheny County and the Pittsburgh Junior League. . . . The new head of the New York Community Service Society's Volunteer Bureau is Jean Tibbs Bainem, formerly of Milwaukee, Wis.

Addenda—Note was made in these columns last month of the way the defense program had "raided" the board of the Community Service Society of New York. Now comes word of still more of the board who have signed up in one capacity or another. Dr. George Baehr is the chief medical director of the National Office of Civilian Defense and Mrs. Oswald B. Lord is assistant director of civilian defense for the Second Corps Area. Bayard F. Pope is vice-chairman of the executive committee of the Defense Savings Bond Committee; and, finally, Walter F. Gifford, chairman of the society's board of trustees, is chairman of the Industry Advisory Committee of the Defense Communications Board and member of the New York State Committee for the Sale of Defense Savings Bonds and Stamps.

Deaths

GEORGE A. HALL, in early October at his home in Montclair, N. J. In his death at the age of sixty-two, many thousand children lost a friend who, for thirty-five years, worked unremittingly to give them the opportunity for education by freeing them from too-early labor. From 1921 to 1925 Mr. Hall was the executive secretary of the New York State Commission to Examine Laws Relating to Child Welfare, from the studies and recommendations of which came important changes in the state's child welfare laws. From 1905 onward he was general secretary of the New York State Child Labor Committee, one of the driving forces that brought about the enactment of laws prohibiting the full time work of children under sixteen and requiring that employed minors attend continuation school for four hours a week until their seventeenth birthdays.

BERNARD J. NEWMAN, Philadelphia housing expert, in early October at his home in Germantown, Pa. For thirty-five years, until his retirement in 1940, Mr. Newman was the director of the Philadelphia Housing Association. He was identified with settlement work, with the 1930 White House Conference on Child Health and Protection, and for two years, 1916-18, was director of the Pennsylvania School for Social Service and Public Health.

JESSICA BLANCHE PEIXOTTO, professor of social economics at the University of California from 1905 to 1935. Dr. Peixotto was the first woman to be appointed professor in the university and the first woman to be named head of a department.

ERNEST J. SWIFT, vice-chairman in charge of insular and foreign operations of the American Red Cross since 1935 and previously secretary general of the League of Red Cross Societies. The ARC's present extensive war relief program in Europe, Asia, and the Middle East has been under Mr. Swift's direction.

DR. W. FRANK WALKER, in New York in late September. Long a leader in the field of public health he had been for ten years director of health studies of the Commonwealth Fund.

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Readers Write

Who'll Take Dumb Dora?

TO THE EDITOR: Why did "Mrs. Coy" have to "go to town" for Planned Parenthood? [See "Mrs. Coy Goes to Town" or "How Not to Get a Contribution," by Katharine Hall Brooks, *Survey Midmonthly,* September 1941.] Couldn't such a "Dumb Dora" have represented some other and better established cause? Don't you really think those working for birth control have enough troubles without this added straw?

Far too many social workers think of the representatives of planned parenthood organizations as dilettante and unprofessional, whereas the movement has long since passed that stage.

The workers who go out to solicit funds for the annual membership drive of this League feel that they are doing an educational piece of work and fit themselves accordingly. So next time, dear editor, please have the lady beg for aid to the blind, Bundles for Britain, League for the Hard of Hearing, or something else besides planned parenthood. In fact you might let the planned parenthood organizations give the others some points on money raising. They are usually successful.

Executive Secretary RUTH H. BACKUS
Monroe County Birth Control League
Rochester, N. Y.

From England

TO THE EDITOR: The comment by Eric Biddle in his article in the October *Midmonthly* on the increased use of trained social workers in England's public welfare services is underscored by a passage in a letter received recently from Elinor I. Black of the Liverpool School of Social Work. She says:

"With the increased demand for social workers the attention of young people has been drawn increasingly to the possibilities of social service as a career, and we seem likely to have a large entry of students this fall. Insofar as they are young, I accept them with some misgivings. We always have preferred older candidates, most of whom, however, are at present already doing some form of useful work. On the other hand, parents are anxious to get their youngsters trained while they can afford it and the uncertainty as to what will happen on registration, unless they are preparing for a specific career, naturally enhances their anxiety to see their daughters launched. At the moment full time social service as a career for women is 'reserved,' so the calling up of girls has not yet gone very far and it is too early to know what its effects are likely to be in the long run. Students must justify their reservation, however — which is all to the good."

New York JOANNA C. COLCORD

Social Workers' Insecurity

TO THE EDITOR: Several weeks ago I resigned a position as a social worker for the Department of Public Welfare in Bridgeport, Conn. That fact in itself is of no interest to others in the profession, but the thinking processes that prompted my decision may be. Much of what I recount here is based upon knowledge of a local situation, but I am confident that in many other localities similar criticism is applicable.

It is inconsistent but true that there are thousands of social workers, public and private alike, who have no security themselves, while devoting their energies towards achieving some measure of security for others. One of the greatest weaknesses of most social workers is their tendency to consider themselves as apart from the people they serve and from the laboring class as a whole. In this respect we must admit that our present insecurity is partially of our own doing.

In Bridgeport, Conn., the social case worker's low wage is steadily shrinking in purchasing power because of the rising price level. There is a municipal pension system that covers the police and fire departments, but does not include social workers, whose contribution is not fully understood by the taxpayers, nor given any great importance by the administrators of the municipality. The social worker does not come under the retirement benefits of the Social Security Act, nor could he seek unemployment benefits should a decreasing case load sever him from his position. The organization of which I am president includes workers in the cities of Stamford, Norwalk, Greenwich, and a number of smaller communities. To the best of my knowledge social workers in these communities have no more security than in the widely publicized, socialist administered city of Bridgeport.

The rate of turnover among social workers in the public welfare field is very high. Of necessity many of them must seek jobs returning more equitable compensation for training and effort. In private industry such turnover would be adjusted, for it is common knowledge that the constant displacement of experienced help is extremely costly. The administrators of local governments should realize that fact, and by remedial measures so improve the lot of the social worker that government itself will derive the benefit of the efficiency.

In September the statewide meeting of Connecticut social workers was held at Branford. There was a great deal of "flag waving" by speakers, but we wandered about hoping to hear a kindred spirit decry the fact that there is no security for security workers. If such sentiments were expounded they completely escaped my notice. Following the conference an executive meeting of the Connecticut Public Welfare Association was held. This association has been growing rapidly since its inception and we who direct it have high hopes for its success. It is in organization alone that social workers can ever hope to make themselves heard. By improving the lot of the whole, the lot of the individual will be improved. We are all laborers entitled to the same security that is afforded to even the lowliest who strive for a livelihood.

EDWARD MONAHAN
President Fairfield County, Conn.
Public Welfare Association

Not in the Text

TO THE EDITOR: Two correspondents have called my attention to a possible misstatement in my article "A Judge Looks at Social Work," which might well be corrected. [See *Survey Midmonthly,* May 1941.] I stated that proposals then in the legislature would put practical control of training school programs into the hands of courts. The proposals would tend to bring about this result and for that reason have been criticized by a committee of training school superintendents. However, the proposals as formulated would apply primarily to private institutions and agencies. Their extension to training schools is a logical assumption but is not clearly in the text.

Superintendent CLINTON W. ARESON
State Agricultural and Industrial School
Industry, N. Y.

Odds on Miss Bailey

TO THE EDITOR: In Florida recently I went to the dog races. I knew nothing about the dogs, but one of them was named "Miss Bailey" and so, as a loyal reader of *Survey Midmonthly,* I put my money on her. She won me $16. Now I'm not defending dog racing or the nefarious practice of betting, but I'm just pointing out that it pays to go along with "Miss Bailey."

New York M.R.C.

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Book Reviews

Unofficial Truth

MEN WORKING, by John Faulkner. Harcourt, Brace. 300 pp. Price $2.50, postpaid by Survey Associates, Inc.

WHEN the social history of the first half of the twentieth century comes to be written, historians may very well turn to certain novels for a truer picture than that afforded by official documents. These reveal that the social legislation of that period suffered the usual fate of all such movements, as soon as politics and professionalism caught up with the humanitarian impulse which prompted it, and which dominated its early administration. A statistical and administrative debauch, which followed the early efforts to shape relief to individual needs, effectively destroyed the vitality of the new approach to the old problem of want and its accompanying ills. Self help through social means was swallowed up by a maze of technical and administrative detail, in the hands of a new army of officials and a new professional class.

The true history of this debacle will not be found in the prolific governmental and professional literature of the period, but in the work of a few courageous writers who are telling the story in terms of the lives of those who have suffered the disillusionment of the empty promise of adequate social relief.

John Faulkner tells such a story in "Men Working." It is a powerful, horrible and challenging story, and should be required reading for every legislator, public official, and social worker, as well as for the self-satisfied and complacent citizen who thinks the government does too much for this "poor, shiftless class."

The Taylor family consists of Paw and Maw and their eleven children. On hearing of steady work on the "W P and A" in a small city nearby, Paw left the small farm in Mississippi where he sharecropped, and became a WPA worker. He deserts the land, and works for $26 a month—when he has work. He loads up with installments. The family goes hungry, is dispossessed, but as Paw moves, he gathers and leads other families, until when he finally moves into a four-room flat, he takes seven other large families with him.

Mr. Faulkner's Taylors are the folk from which the bourgeoisie must recruit, or suffer extinction from a falling birthrate. While Paw and Maw, uneducated, patient, resigned, and bewildered, might never rise above mediocrity, several of their eleven children have potential social value, had they any opportunity for proper development.

They have none.

How official stupidity reduces this family to pauperism so as to qualify it for WPA, transfers it from farm to city, only to leave it, at last, without work and in dire poverty and distress, emerges with austere and objective clearness.

The reader of John Faulkner's book may want to believe there can be no foundation of truth in so harsh a story. But the story is true in its stark, cold picture of failure and human suffering, suffering for which relief miscarries because of a doctrinaire and abstract approach rather than from lack of means.

This book is a powerful indictment of an impractical method stupidly applied. In the great simplicity of Mr. Faulkner's style and language, his controlled use of words, his amazing character drawings, this book possesses a power which impresses the reader with great accumulative force. CAROLINE SLADE

Saratoga Springs, N. Y.

Cultural Conflict

GROWING UP IN THE BLACK BELT, by Charles S. Johnson. Prepared for the American Youth Commission. American Council on Education. 360 pp. Price $2.25, postpaid by Survey Associates, Inc.

IN 1934 Charles S. Johnson lifted a corner of the curtain behind which the rural Negroes of the South live, disclosing, in his "Shadow of the Plantation," a picture previously unknown. With an expansion of his field to cover eight representative counties, the use of increasingly effective research tools, the addition of significant emphasis upon psychological testing techniques, Dr. Johnson opens to view the whole panorama of Negro life in the rural South. "Growing Up in the Black Belt" is the fourth published volume of the American Youth Commission's Negro youth survey.

The theme of the study is developed in a first chapter devoted to a series of vivid "personality profiles," personal histories of the home setting, attitudes and ambitions of some of the 2,000 Negro youth studied. As the Black Belt Negro youth emerges as an individual personality he faces the necessity of adapting to two cultures, the one his own, the other that of the dominant majority. He becomes painfully aware of the fact of his situation against the background of a democracy that is often fictional. He finds the adaptations of his elders unsatisfactory, particularly at such points as religion, where the vestiges of slave amorality contrast with the word of the preacher.

Then too, distinctive groupings within the Negro community, definite and powerful groupings based upon color and economic status, further complicate his search for satisfactory adjustment. None of the relationships in this maze within which the young Negro moves are static. The whole system changes from county to county, from day to day, often from individual to individual. The only factors which seem not to change are an economic base that is a mockery of the American way, and the tragic inadequacies of educational preparation, recreational opportunity, and health facilities.

Much of what is in this book will surprise readers, whether theirs is the perspective of the northern Negro, northern white, southern Negro, southern white, radical, liberal, conservative, reactionary. Fixed opinions will be jarred with every chapter. A minor point, but worth mentioning because universally held, is the opinion that the young Negro of the plantation area is more influenced by the church than is his urban brother. This study reveals that urban Negroes have more respect for, participate more actively in, and are more influenced by the church than rural Negroes. Hypocrisy, an illiterate ministry, the subordination of youth, and the pattern of emotionalism (typical in varying degrees of the Negro church in the plantation area) have driven young Negroes away from the church.

Dr. Johnson presents an exceptionally well-organized and cohesive picture of the whole, one of the most vivid studies of any segment of American life. The reaction patterns of both individuals and groups are clearly drawn, and the mass of multi-phased material is handled with ease. A fortunate balance between the interpretative and the statistical gives the reader the choice of passing over or analyzing for himself the statistical portions.

Auburn, Ala. GOULD M. BEECH

Witness Bearers

I AM AN AMERICAN, edited by Robert Spiers Benjamin. Alliance. 176 pp. Price $1.50, postpaid by Survey Associates, Inc.

NEXT time you are in a bookstore, remember the title "I Am an American." Just pick up the book and open it anywhere, grasping it with one hand and hanging firmly to your pocketbook with the other. As you read, if your reactions are normal, the hand holding the pocketbook will come up while the feet automatically move toward the nearest salesgirl. This book is something you can't afford to miss. You need to own it so that you can read a little at a time, and so that you can show it to your friends.

But don't make the mistake of trying to read these chapters aloud. They were written for radio broadcasting, by a group of Americans who were born abroad, and who have distinguished

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themselves in this country. Whether scientists or businessmen or movie stars, they all tell us the same story — that America is still the land of freedom and hope, and that they are not ashamed to say that they are Americans not by birth but by love.

These men and women — Thomas Mann, William Knudsen, Senator Wagner, Claudette Colbert, Albert Einstein, and the rest—are lovers of our country. Some of us who have been here, man and boy, for better than 300 years, love our country of course, but have just naturally taken it for granted. We are a bit slow to spring to its defense when the would-be conqueror of the world is still far off, and his military engines are not yet thundering audibly at our gates. We are more than a bit slow to spring to America's defense, when the forerunners of the conqueror, pointing out her faults, tell us she is worn out and not worth the price of blood and tears. But here are Americans for whom America is not something worn out, but a country new, lovely, awkward, and romantic, the torch of hope in a darkling world.

These are not the voices of missionaries from far away come to convert us to some strange foreign doctrine. They are more ourselves than we are. Individually they are visible parts of our own life, who have helped to make our laws, our science, our art, our business, our military defense. They are like all of us, except that having become Americans in their own personal lifetimes, they are young in spirit.

But what's the use of trying to describe an experience that you can get only by having it? Just read one of these human documents and see what it does to you. DAVID CUSHMAN COYLE
Washington, D. C.

If Science Matters

THE SOCIAL RELATIONS OF SCIENCE, by J. G. Crowther. Macmillan. 665 pp. Price $3.50, postpaid by Survey Associates, Inc.

UNTIL quite recently the most distinctive and the most dynamic phenomenon of our culture—which we call "science" for short—has been systematically misrepresented to the general public. It has been depicted as a mighty ogre threatening civilization and decency, or it has been exploited as an amusing clown who can pull beautiful colors out of a tar-pit and delightful odors from a stink-pot. And, of course, science is also the great wizard of the age, who makes twenty blades of grass grow where only one grew before, and throws millions out of work.

This book is refreshing because the writer has some confidence in his public. It can be recommended to teachers, scientists, and writers, as well as to lay readers, because it is illuminating just where our formal education and our conventional publicizing of important information leave the greatest gaps.

For many years the "scientific correspondent" of *The Manchester Guardian*, Mr. Crowther has been among the pioneers in developing a type of journalism upon which we are coming to depend not alone for the "news" but for an understanding of the news, and specifically as the news has to do with "science." We have in this country a corps of distinguished journalists who specialize in science news, but our publishers generally appear hostile to any attempt to interpret this news. This is not because we insist upon getting the news pure and undefiled, leaving all comment to the editorials. Imagine the millions of sports-news readers, or financial-news readers, being served merely the scores, or merely the latest ticker-tape readings. We sometimes resent biased and tendentious "political" news, especially during a campaign. But nobody questions the legitimacy of the running comment which our papers print on what is happening in the stock market, for example, or on the stage, or among diplomats. But science is different. Mr. Crowther has his opinions on why the press is so backward in this respect, and why scientists themselves are either unaware of the social meanings of their efforts, or else are afraid to ask significant questions. Here is a valuable contribution to a better social orientation of all who consider knowledge and intelligence important.
New York BENJAMIN C. GRUENBERG

Within the AMA

THE POLITICAL LIFE OF THE AMERICAN MEDICAL ASSOCIATION, by Oliver Garceau. Harvard University Press. 186 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE organization of the American Medical Association is subjected here to expert review by a professor of government in Harvard University. The formal structure of the AMA is "democratic," building up from some 2,000 county medical societies through state societies to a national house of delegates which chooses the board of trustees, the executive body, and votes the broad policies of the association. Professor Garceau does not depend upon testimony from those who like or dislike the policies of the AMA concerning health insurance, national health programs, or the treatment of medical minorities. He analyzes the tenure of key members of the house of delegates, trustees, and executive officers, and probes the manner in which the reference committees and other working machinery actually function. His conclusion is that "an active minority" of insiders control the organization fairly effectively. This conclusion is not news. But Professor Garceau's anaylsis will provide information and insights which will be helpful administratively or legislatively to many who are concerned with health programs.

That the AMA and, to a certain extent, the medical profession itself has declined in public esteem during recent years, Professor Garceau clearly intimates:

"The AMA owes to itself and to the public a better performance than it has recently achieved. It has lost a great deal of public confidence in matters of economic reform. It may some day lose public support in the decisions of malpractice. It has never fully convinced the public about the licensure of orthodox scientific medicine."

Given the growing public attention to health and medical care, it is important that the medical profession and its official representatives shall play a leading and wholesome part in future developments. "It will be a tragedy for the whole community," concludes Professor Garceau, "if the AMA fails to elicit public respect. The answer lies in the political life within the AMA itself."
New York MICHAEL M. DAVIS

Between Two Cultures

FORGOTTEN PEOPLE, by George I. Sanchez. University of New Mexico Press. 98 pp. Price $2, postpaid by Survey Associates, Inc.

AFTER the first Spanish settlers of New Mexico were killed or driven out by the Pueblo Rebellion of 1680, the Indians of the country had it to themselves for thirteen years. Then came the reconquest by De Vargas, and the establishment of settlements which still exist. And now there are three groups of people in New Mexico: the Indians; the descendants of the original Spanish settlers and later immigrants from Mexico; the English-speaking Americans, sometimes called "Anglos."

It is the story of the Spanish-speaking New Mexicans that Dr. Sanchez tells here. They have been through much, these plain, good, Catholic people. In the beginning there were frequent Indian raids, and not even United States control of the country, established in 1846, brought the depredations of the Navajos and Apaches to an end. Instead it brought a brief chaotic period during which New Mexico was not a state, nor a territory, nor anything else. Mexican laws were no longer in force, yet the Congress had failed to provide for regulation of New Mexican affairs. Then followed a period of pretty ruthless exploitation by carpetbaggers and city slickers.

There are 270,000 of these descendants of the Spanish settlers in New Mexico today, and their lot is hard. Too much of their land has, in one way or another, fallen into the hands of the "Anglos." They are inadequately edu-

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cated (in Taos County 10 percent are illiterate, and a great many more are pretty close to it), their health facilities are nearly non-existent, they are prey to harmful superstition, they are inadequately fed and not equipped to cope with the modern conditions which surround them.

Dr. Sanchez's study concentrates on Taos County, where far too many English-speaking tourists and residents regard the *Taoseños* as picturesque parts of the scenery which must not be interfered with, viewing with alarm any efforts to improve their education, housing or farming methods, and shedding crocodile tears over these "threats" to their culture. During the past few years various state and federal agencies have done much to help the New Mexican solve his land and educational problems. But much more needs to be done if this group of "forgotten people" is to get on even a sound subsistence basis. A land-use program such as Dr. Sanchez suggests might be expensive, but it would be less so than unending relief, and far more satisfactory to the people themselves.

New York ALDEN STEVENS

Content of the Curriculum

WHAT OUR SCHOOLS ARE TEACHING, by H. B. Bruner and others. Bureau of Publications, Teachers College, Columbia University. 225 pp. Price $2.75, postpaid by Survey Associates, Inc.

IT was one of the better young teachers in one of the better New York state normal colleges who said recently to the reviewer in reply to a question about the influence of works like those of Prof. Hugh Mearns, author of "Creative Youth" and other volumes: "Of course we have to have material for teacher training reduced to a definite system and explicit method of procedure to use it effectively." A remark like that, containing its shred of truth, calls attention forcibly to the problem which a book like this one is delineating. For here is a comprehensive survey of "the content of selected courses of study with special reference to science, social studies, and industrial arts" in the fourth to the twelfth grades in representative localities.

To be sure, the study is somewhat more quantitative than qualitative. But one does, nevertheless, gather a picture, and the authors draw tentative conclusions, which are somewhat disconcerting and which call attention to the shortcomings of lower education in a manner meriting the most serious concern of all who have at heart the necessary and crucial role of the lower schools. It is not merely that, in the field of subject matter analyzed, the progress toward a freshly reoriented curriculum is less marked in the aggregate than one might hope. But the indications are reasonably clear that the total quality and caliber of the teacher are one of the major bottlenecks in retarding advance.

The research concerns course content or, as the authors wisely point out, what should be thought of as "learning and teaching materials." Yet the use of good materials is as good as the teacher's total perceptiveness; and even inadequate "source materials" may come to life at the hands of a good teacher. One wonders, after reading this report, how we can induce better people to become teachers, and when and how "enriched materials" will be available for the teachers. One wonders if normal colleges might not profit by some periodic audit or appraisal, shared in by citizens both lay and professional.

Not the least helpful of the data in this book is the appendix of "criteria for evaluating teaching and learning materials and practices." It suggests that education properly balances at least these considerations: the needs of the student, present and future; the needs of the community, present and future. That the great body of current practice actually does balance these considerations is by no means established by this report. Its final judgment is not pessimistic. Its report of progress, of dynamic, favorable influences at work is unmistakably hopeful. But the progress is seemingly spotty, not generalized, not systematic, and certainly lacking in any uniformity or consensus as to good methods.

This book, addressed to the profession, is in reality a signpost also for the parent and the school board member. It is by implication a call to action which will be faster, surer, more united in aim and method than the development we now witness. Within the limits of the problem set and the inventory diagnosis offered, this study is a prod in the ribs to any remaining complacency about the efficacy and adequacy of the three R's, and about the wisdom of the so-called "frills" in the whole educational process.

New York ORDWAY TEAD

"No Star Is Ever Lost"

EDUCATION ON AN INTERNATIONAL SCALE: A HISTORY OF THE INTERNATIONAL EDUCATION BOARD, 1923-1938, by George W. Gray with an introduction by Raymond B. Fosdick. Harcourt, Brace. 114 pp. Price $2, postpaid by Survey Associates, Inc.

THIS historical volume, designed to furnish a memorial of the International Education Board, is in reality a tribute to an unusual American—Wickliffe Rose. However, it should not be considered as a biography of this pioneer educator since he undoubtedly deserves a fuller study. Wickliffe Rose was a unique combination of a philosopher who believed in practicalism, a religionist who believed in science, and a patriot of his own land who nevertheless held to a faith in a rational world order.

What Mr. Gray writes about him and the foundation which he so hopefully founded (through encouragement from the Rockefeller family) comes now with the overtone of sadness. Mr. Gray will not submit to this pessimistic mood in spite of the fact that the foundation is no more and the world trembles on the brink of disaster. He writes with stubborn optimism and insists that the groundwork laid by Wickliffe Rose will some day be used for the construction of a decent world. And he is right to speak in this tone. There is a law of continuity, and nothing good is ever completely lost. Perhaps I can do no better than to express the author's temper in his closing sentence: "No star is ever lost, and after the present transition through blood and night is over, surely these beginnings laid in friendliness and collaboration in the post-war 1920's will carry on to serve in another post-war period of reconstruction and reconciliation."

EDUARD C. LINDEMAN
New York School of Social Work

Down on the Farm

CORN BREAD AND CREEK WATER, by Charles Morrow Wilson. Holt. 309 pp. Price $3, postpaid by Survey Associates, Inc.

MANY Americans believe that the farmer lives in comparative prosperity because he raises his own food. Farm foreclosures, mortgages pyramided to the skies, and the imperative necessity of government bounties should teach us otherwise; but false notions persist. Charles Morrow Wilson dispels many of these notions. He shows that some of the most distressing social conditions in the United States exist not in city slums but "down on the farm."

Inadequate rural schooling, soil erosion, glutted markets, exhausted land — all are reviewed by Mr. Wilson. He gives the Roosevelt administration credit for valiant efforts to better the situation, but he also says that "time and again the New Planners in swivel chairs have indulged in the platitude that too many of our people are already tilling the land." He does not believe that too many people are on the land; he believes, instead, that the land is being tilled badly. He maintains that "the present average density of the better farm lands of the United States, which is around thirty people per square mile, makes soil-saving infinitely more feasible today than it was a century ago when average populations of the same lands were about two people to the mile." To reinforce this contention he cites a statement from the eminent "Vanishing Lands" by G. V. Jacks and R. O. Whyte: "The soil demands for its security a dense and settled cover of humanity to replace the plants which men destroy."

Mr. Wilson does not claim that rural poverty can be entirely eliminated. He pleads only for alleviation and mitiga-

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tion. Such remedies as the food stamp plan, which aids poor farmers and hungry urban-dwellers alike, he endorses. He believes more and better rural schools can help stamp out illiteracy. He is utterly opposed to farm tenancy and thinks that men who own their land are sturdier timber for American citizenship. He is disturbed by the inequalities in the present distribution of the national farm income and believes this maladjustment must be corrected.

The descriptions of backwoods poverty in this book are not heartening. Yet there is a ray of hope. All is not lost. Conservation of man and soil can effect a rescue. People now tilling submarginal farms can move to better land. Perhaps rest and reclamation will get the old submarginal farms back on the upper side of the ledger. If Mr. Wilson can turn the attention of Americans to our rural slums and dead-ends, he will have done a real and lasting service.

Portland, Ore. RICHARD L. NEUBERGER

Production for the Market

FULL EMPLOYMENT, by John H. G. Pierson. Yale University Press. 297 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE more monstrously Nazi ideology unfolds, the more clearly emerge touchstones for a sound peace. As the black class-war clouds which hovered over the industrial "democracies" almost certainly become lighter, it is ever more plain that war between nations will not cease unless and until the economic machine is better coordinated at home to assure the flow of goods from producer to consumer.

In the nineteenth century before modern technology was internationalized, the world enjoyed a large degree of relatively automatic cooperation between nations, with England as its industrial and financial center. But international division of labor was well-nigh destroyed by the diffusion of modern technology before World War I. During the interbellum period nations became more nearly self-sufficient, more nationalistic.

"Full Employment" is a closely reasoned analysis of the economic possibilities of freeing the American people to work and live in a permanently prosperous market economy "without resorting to external expansion or aggression in any shape or form." The author, John Pierson, an associate director of the Institute of Applied Social Analysis at Yale, believes that full employment can be attained if a majority of the people really want it, will understand the conditions which will make it possible, and insist upon having them. In accord with Keynes, the crux of the argument is that the *sine qua non* of economic health is not the efficient use of scarce resources, as Ricardo taught, but employment and volume of production. "Optimum allocation [a secondary factor] is indeterminate until some way is found of deciding upon the most satisfactory income distribution."

Mr. Pierson warns that he is not offering a program for ending unemployment but is attempting to provide the groundwork for such a program, an analysis of the "physiology of normal social health. . . . " Interestingly, and largely in contrast to Lange's "Economic Theory of Socialism," he lays aside "planned production" in favor of "production for the market." This because, with all its advantages, it is possible that planned production — "it need not be arbitrary and undemocratic" — would "stifle the free spirit of individual managerial initiative, thereby depriving society of the services of the ablest and most independent industrial executives and imperiling the spontaneous drive for new methods and lowered costs."

But in our complex market economy the conditions of full employment would have to be organized, the first requirement being government guarantee in advance of the annual amount of consumer spending—a sort of "national income insurance." Moreover in the absence of sufficiently flexible prices to stabilize aggregate volume of production, monetary circulation must be the regulator, the discretionary powers of the monetary authorities being sharply curtailed. Money could be borrowed, idle money taxed, new money issued. Interest rates would probably be held low, and price exactions and output restrictions of monopolies frowned upon. Public works and the like would be available as a second line of defense against unemployment.

This book, along with that of Oscar Lange, above mentioned, Pigou's "Socialism vs. Capitalism," Ezekiel's "Jobs for All," Wooton's "Plan or No Plan," and the program of the Union for Democratic Action should be pondered by all real democrats who are out to salvage democracy. ELIZABETH F. BAKER

Associate Professor of Economics
Barnard College

Underlying Problems

THE PSYCHOLOGY OF THE HANDICAPPED, by Rudolf Pintner, Jon Eisenson, and Mildred Stanton. Crofts. 391 pp. Price $3, postpaid by Survey Associates, Inc.

WHILE the psychology of the handicapped does not differ specifically from that of individuals not known to be handicapped, certain mechanisms not always socially desirable are likely to be employed by the handicapped to solve their own personality problems. Good textbooks dealing with personality development, mental hygiene, mechanisms of behavior, and psychological tests for the physically handicapped are all too rare. It is all the more fortunate, therefore, that this volume is presented under the combined authorship of three well known authoritative teachers who have thoroughly formulated and discussed the many problems underlying general personality growth and reaction in terms of special handicapped groups such as the deaf, the hard of hearing, the blind, the partially sighted, and the crippled. The text is perhaps a little overloaded with discussion of speech deficiency, but this does not constitute a wholly valid criticism as speech factors inhere in the difficulties of most of the acoustically handicapped, as well as of many other handicapped groups.

This contribution merits warm appreciation, not merely by students of psychology but by all working professionally with the physically handicapped whether they be doctors, teachers, counselors or social workers.

New York IRA S. WILE, M.D.

Southern Triangle

SLAVERY TIMES IN KENTUCKY, by J. W. Coleman, Jr. University of North Carolina Press. 351 pp. Price $3.

THE NEGRO IN TENNESSEE, by A. A. Taylor. Associated Publishers. 306 pp. Price $3.15.

THE NEGRO IN VIRGINIA. Works Projects Administration of Virginia. Hastings House. 380 pp. Price $2.50.

Postpaid by Survey Associates, Inc.

THESE are local histories, and time was when local history could not be trusted with regard to the South and the Negro. Southerners, neither black nor white, could be depended upon to have the requisite objectivity. It is perhaps an augury of eventual intellectual control of the present that the South is developing the ability to record its past impartially. As that takes place the role of the Negro in the southern economy becomes increasingly evident, and proportionately the social injustice and economic unbalance of the system grow obvious.

Here, for example, in both the Kentucky and the Tennessee histories is the evidence of the Negro starting out as co-pioneer and helpmate of the frontier, gradually to lose ground and be absorbed into the quicksands of chattel slavery, and its aftermath, plantation serfdom. Whether cotton, tobacco, or just dirt farming, the story seems to be much the same. Border-state freedom was precarious, although both books give amazing details of unrest, mass migrations, political strivings—all to little purpose against the economic down-pulls of the cotton kingdom. For those who need the detailed documentation, political and economic, on the struggle, each of these studies is indispensable.

Particularly useful is "The Negro in Virginia," an ably edited study that on the side of documentation has gained much through being a group effort of the Negro staff of the Virginia Writer's

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Experienced Secretary: young woman, available Saturdays, stenography, typing, clerical work, good penmanship. Publishing and advertising experience in social welfare field. Excellent recommendation. 7775 Survey.

Project. Well directed by Roscoe Lewis from Hampton, they have given as well-rounded a picture of the long history of the Negro in Virginia (1619 to date) as can be gotten into a single volume. A particularly welcome point is the liberal inclusion of the Negro's cultural life and contribution, so frequently ignored by the orthodox historians. Yet even here the highlights of the Negro's musical, artistic, and intellectual progress is dominated by the shadow of the plantation and the plantation mores. Indeed it is doubly dark as coming in vivid details from previously untouched but reliable Negro sources, among them careful interviews with surviving ex-slaves.

Howard University ALAIN LOCKE

Back of the Crime

DARK LEGEND—A STUDY IN MURDER, by Frederic Wertham. Duell, Sloan & Pearce. 270 pp. Price $2.75, postpaid by Survey Associates, Inc.

FROM his role as alienist in a matricide case Dr. Wertham turned to that of the psychiatrist who, in line with the best practice of his profession, attempts to discover the real determinants of an unusual and hideous crime. The explanation readily given by the self-confessed murderer, a seventeen-year-old Italian boy, was, Dr. Wertham believed, superficial and insufficient.

Gino was declared insane on the basis of the author's testimony as an alienist, that, while he did not show any ordinary form of mental disease, "he regarded as moral, and even as heroic" the killing of his unworthy mother who, with several paramours, had dishonored the family after the death of her husband when Gino was eleven. It was testified that the boy suffered from a "catathymic crisis," a mental disorder earlier described by the author. In such a case the "central manifestation consists in the development of the idea that a violent act—against another person or against oneself—is the only solution to a profound emotional conflict whose real nature remains below the threshold of consciousness of the patient."

While the overt facts, which also indicated utter neglect and maltreatment by the mother of her several small children, would seem to be sufficient to account for Gino's intense feeling towards her, the psychoanalytically oriented psychiatrist must needs invoke depth psychology to understand the violence of the reactions evidenced by the boy matricide. Through his later prolonged study of the case is evolved Wertham's main thesis: in addition to the common Oedipus situation, there is in such matricides an Orestes complex. A challenging comparison of Gino's experiences and attitudes with those of Orestes and Hamlet runs through many pages. The author's scholarship, nowhere pedantic, and his clever utilization of parallels drawn from literature, appear in almost every chapter, to say nothing of the very interesting appended notes. In his manner of unfolding the case study, as well as in his interpretations of it, he gives evidence of his keen sense of the dramatic.

While the critical reader can find slips and inconsistencies in statement which definitely mar the book as a scientific study, and while some may invoke the parsimony of logic and argue that the facts, plus the lad's particular sensitivity and his involvement in the cultural mores of an Italian group, offer a sufficient reason for the killing, this reviewer predicts for this interpretative treatment of a terrible tragedy a wide and appreciative reading audience.

Boston, Mass. WILLIAM HEALY, M.D.

Run of the Shelves

THE HISTORY OF PUBLIC ASSISTANCE IN CHICAGO: 1833 to 1893, by James Brown. University of Chicago Press. 183 pp. Price $1.50, paper, postpaid by Survey Associates, Inc.

A WELL-DOCUMENTED ACCOUNT OF THE long years when public relief in Chicago was financed and administered under "pauper laws," but during which the principle of public responsibility for the care of the destitute persisted. An invaluable document for students and for anyone interested in the processes of social history. The author is a member of the faculty of the School of Social Service Administration, University of Chicago.

DIRECTORY OF SOCIAL AGENCIES OF THE CITY OF NEW YORK: 1942. Edited by Anastasia H. Evans. Columbia University Press. 437 pp. Price $3, postpaid by Survey Associates, Inc.

CONSTANT USERS OF THIS INDISPENSABLE directory will be grateful for the clear type-face and the wide spacing of listings that distinguish this new edition. By a major miracle the number of pages has been reduced by about fifty from those of last year without noticeable loss of essential information. This is the directory's fourth appearance as a publication of the Welfare Council of New York City.

SOCIAL PATHOLOGY, by Stuart Alfred Queen and Jennette Rowe Gruener. Crowell. 622 pp. Price $3.50, postpaid by Survey Associates, Inc.

A REVISE of an earlier edition by Dr. Queen and Delbert M. Mann, first published in 1925. In the belief that one textbook or course cannot satisfactorily emphasize all the sociological aspects of problem situations, the authors have limited the new version to a view of the various types of social deviation from the single approach of "social participation." Increased attention is paid to problems, such as migration and unemployment, which have become more socially pressing since the early edition.

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DIRECTORY OF SOCIAL ORGANIZATIONS

Child Welfare

BOYS' ATHLETIC LEAGUE, INC. 70 Fifth Avenue, New York City. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Edward P. F. Eagan, President; Edson K. Green, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, the Lincoln Recreation Center, 235 West 113 Street, the Forty-Ninth Street Craft Shop, 424 West 49 Street, the Tot Lot, 422 West Forty Ninth Street, Camp Sebago and Camp Wakonda in the Interstate Park.

BOYS' CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C. National service organization of 352 Boys' Clubs located in 197 cities. Furnishes program aids, literature, and educational publicity for promotion of Boys' Club Movement; field service to groups or individuals interested in leisure-time leadership for boys, specializing with the underprivileged.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older; available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., James E. West, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

NATIONAL ASSOCIATION FOR AID TO DEPENDENT CHILDREN, 1208 State Office Building, Columbus, Ohio; Esther McClain, Chairman. Promotes standards and improved administration through annual meetings, literature and studies. Individual membership; State Chairmen.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

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NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

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Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

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